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RESURVEY OF FOREIGN LANGUAGE NEEDS OF SELECTED FEDERAL AGENCIES.

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THE FOREIGN LANGUAGE NEEDS OF SEVEN FEDERAL GOVERNMENT AGENCIES WERE STUDIED IN DETAIL. THREE OF THESE AGENCIES ARE PRIMARILY DEVOTED TO FOREIGN OPERATIONS--THE DEPARTMENT OF STATE, THE UNITED STATES INFORMATION SERVICE, AND THE INTERNATIONAL COOPERATION ADMINISTRATION. THREE OTHERS ARE PRIMARILY CONCERNED WITH DOMESTIC PROBLEMS WITH ONLY MINOR ACTIVITIES IN OR CONCERNING FOREIGN COUNTRIES. SOME INFORMATION WAS ALSO GIVEN FOR THE CENTRAL INTELLIGENCE AGENCY. A SUMMARY SECTION INCLUDES MATERIAL DRAWN FROM THE REPORTS OF INDIVIDUAL AGENCIES COVERING THE REQUIREMENTS OF THESE AGENCIES, THE TRAINING PROGRAMS, RECRUITMENT AND ASSIGNMENT POLICIES, INCENTIVES, AND INDICATION OF THE RANGE OF LANGUAGE INTERESTS OF THE AGENCIES. THE SUMMARY SECTION IS FOLLOWED BY INDIVIDUAL AGENCY REPORTS. (TC)

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SUMMARY

[Note: In late 1958 and early 1959 the American Council of Learned Societies conducted a survey of language needs and facilities to supply some factual data for helping to plan the National Defense Education Act Language Development Program. One part of that study involved a survey of 11 Federal Agencies thought to have the largest needs for personnel with language skills. It was found at that time that the agencies were moving rapidly in the language training field and increases in requirements might be expected. This study is a current and more detailed study of six of the agencies covered in 1959 plus some information on the Central Intelligence Agency not included in the earlier study. --JFW]

Three of the agencies included in this study are primarily devoted to foreign operations--the Department of State, the United States Information Agency and the International Cooperation Administration. Three others are primarily concerned with domestic problems but have some relatively minor activities in or concerning foreign countries. These are the Departments of Commerce, Agriculture and Labor. In addition some information is supplied below on the Central Intelligence Agency. This summary section includes material drawn from the reports on individual agencies covering the requirements of the agencies, the training programs, recruitment and assignment policies, incentives and indication of the range of language interests of the agencies. The summary section is followed by individual agency reports.

A revolutionary development in the attitude of federal agencies toward foreign language competences has occurred during the past five years. It should be noted that some activities were in effect before this period and in the case of the CIA, rather advanced programs were put into effect several years earlier. However, the other agencies all now perceive a need for language competences and systematic reviews of language skills needed in various positions, both in Washington and abroad, have been and are being made. These reviews result in statements of need and the agencies have made plans to meet these needs.

The obvious initial attack on this problem must be the improvement of language skills of present employees. The central agency involved in these training programs is the Foreign Service Institute of the Department of State. As will be noted below the FSI trains for other government agencies as well as for the State Department and conducts training programs at foreign posts as well as in Washington. It has devised a series of standards for appraising language competences and tests government employees in Washington. The Central Intelligence Agency conducts its own training program and has also been working on the problem of testing language achievement. Both the Department of State and the Central Intelligence Agency are interested in improving the achievement testing methods now in use. CIA in addition has developed a scientific approach to testing for language aptitude which can be applied before training begins.

The idea of acquiring a certain degree of language skill before recruits are hired is receiving serious attention in the Department of State and the United States Information Agency. This requirement is not feasible in an agency like the International Cooperation Administration, since the great bulk of their employees are hired primarily for their technical skills. Similar problems exist in Commerce, Agriculture and Labor.

The reports below reflect a number of other policies that have the effect of stimulating the acquisition of language skills by other means. The State Department, United States Information Agency and International Cooperation Administration are all beginning to relate promotion and assignment policies to progress in language learning. These policies differ and will be applied in somewhat different ways. The Department of Agriculture is also thinking of applying some pressures through the control of promotions.

The CIA is paying financial bonuses to employees for learning foreign languages. A certain degree of competence is required and the bonuses vary according to the difficulty and/or rarity of the language involved. A lesser amount is paid for the maintenance of a language skill once acquired. The State Department has a plan for paying such bonuses but has thus far been unable to obtain the necessary appropriations.

The greatest number of employees are needed in jobs requiring the Western-European languages, particularly the Romance tongues. However, some very pressing needs exist for other languages in which few Americans have been trained and for which lengthy training time is required. Examples of such languages are Chinese and Arabic. It is probably accurate to say that the language requirements expressed by the agencies covered in this survey are overly oriented toward Western-Europe. As the reports of individual agencies will indicate, this situation varies. As an example, the policy outlined by the Department of Agriculture (Table I attached) indicates an almost complete reliance on Western languages insofar as jobs designated as "language-important" are concerned. Although the situation is not so distinct in the other agencies it is believed that a similar tendency exists.

Requirements

In 1958, the State Department listed requirements for 37 languages. Employees needing French, Spanish and German represented by far the largest group. Altogether, more than 3,100 were in these language categories. Interestingly enough, Arabic accounted for the next largest number--231, ahead of Italian and Portuguese with 173 each. Requirements were noted for all parts of the globe except Africa. Although no formal survey has been made since 1958, the activities of the Foreign Service Institute give an indication of expanding interests. Training is now regularly or occasionally given in a number of languages not listed in the earlier report. These include Bulgarian, several African languages, the Amoy and Cantonese forms of Chinese, Tagalog and Visayan from the Philippines, Albania, Pashtu and Nepali. In addition, there is potential interest, and some scattered study, of some 36 other languages, including still more African languages, a half dozen of the great Indic languages and three Dravidian tongues spoken in the Indian subcontinent, several languages spoken within the USSR and the satellite countries, Javanese, Madurese, Ilocano (Philippines) and Malagasy (Madagascar).

Other State Department requirements for language skills are not so numerous, and involve departmental civil servants as well as Foreign Service Officers. These occur in the Foreign Service Institute, the Bureau of Intelligence Research and the Language Service Area - the organization that supplies translating and interpreting services.

It should be noted that the requirements for language skills, particularly in the Foreign Service have been stepped up sharply in the past few years and are expected to continue to rise. The department may shortly require a useful knowledge of one of the world languages of new Foreign-Officer recruits. Many Foreign Officers have been improving their language skills in the past four or five years.

Foreign language skills required by the International Cooperation Administration are in nearly all cases subsidiary to the technical expertise needed. Most experts and technical personnel are hired as mature persons, and there is difficulty in finding time to learn languages. Before 1958, little attention was paid to this factor. At that time, however, the ICA began a program of emphasizing language skill and designated various positions as "language-essential, desirable, or useful." A large number of positions was listed, e.g., 814 for Spanish, 573 for French, 338 for Farsi (Persian), 373 for Arabic. Moreover, intensive language training was begun in fiscal 1959 for nearly 350 employees. Widespread use of non-intensive courses at the various posts was also made.

However, the policy has now shifted. Obviously difficulties in applying the previous policy occurred, and all the missions abroad were asked to reappraise the language requirements of each position. As a result, the requirements as stated in 1958 have been substantially reduced. language requirements have been eliminated entirely at many posts, and reduced at others. As an example 22 Farsi speakers are needed in Afghanistan and none in Iran, compared to the 338 listed in 1958. There still seems to be some inconsistency between the attitudes of the two missions.[1] Similar inconsistencies as well as similar shifts in requirements occur with respect to other languages. Since ICA experts are not likely to be reassigned to the same posts after relatively short tours, the agency now emphasizes the use of "world languages" which are more likely to have application elsewhere.

ICA carries on much work through contractors. Here the language requirements are established by the contractor. It is possible to make part-time post language courses available to contract personnel.

The direct language requirements of USIA are very specific for persons working on the preparation and transmission of information both in oral and written form to target audiences around the world. For broadcasting, for example, nothing less than fully idiomatic, native-like fluency will serve. Many of the employees are native speakers of the various languages, and United States citizenship may be waived for many of these jobs.

USIA, however, has a body of Foreign Service Reserve Officers and Foreign Service Staff Officers stationed at diplomatic missions or libraries overseas. As with other agencies, USIA had little interest in the foreign language skills of these people until 1956. A survey of requirements was begun at that time and training programs were stepped up. By the end of 1958, however, no mandatory requirements for language competence existed. In mid-1959 the agency announced that an S-3 level of proficiency in one of the world languages or an S-2 proficiency in a "hard" language (definitions, p. 1) would be an absolute requirement for promotion. This has been modified to state that reaching such

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[1] The Persian, or Farsi, spoken in Kabul differs substantially from that spoken in Teheran. The Foreign Service Institute has developed separate teaching materials for this variant which are used in Kabul but it offers only Teheran Persian in Washington. Farsi is the Persian word for "Persian."

proficiency in at least one language by 1963 is the objective of the agency. Just recently, the agency has provided (with a few exceptions) that all officers serving in countries with Germanic or Romance languages shall reach a tested competence of S-2 or better before being assigned; those serving in countries with "hard" languages but with widely used Romance or Germanic languages shall reach S-2 in either the appropriate world language or the "hard" languages; and where there is a "hard" language and no European language, they must reach S-2 in the language unless English is widely used and understood. Only a few positions are exempt from this policy and the net effect will be to require language competence in many "hard" languages spoken at posts where English or European languages are not widely used. These include Burmese, Korean, Japanese, Arabic and Thai, to name a few.

These requirements also apply to Binational Center Grantees. The Binational Centers are private, non-profit organizations with a local board of trustees, and largely locally financed which give courses in English, maintain collections of books, give concerts, lectures, cultural exhibits, etc. USIA recruits administrators, English teachers, directors of courses and others who are given two-year grants to work for the centers. Preference has been given to those with command of the local language or an appropriate world language. Language training has rarely been given the grantees in the past, but will doubtless be given more frequently under the new regulation.

Foreign language requirements of the Labor Department are somewhat peripheral to the Department's main functions, but are quire definite, nonetheless. The Bureau of International Labor Affairs has approximately 110 positions which require foreign language competence. The Division of Foreign Labor Supply analyses labor and manpower information for a variety of foreign countries and reports to the Assistant Secretary for International Labor Affairs. The International Labor Organization Affairs Division recruits Americans for the permanent staff of the ILO in Geneva. These employees are required to know French, Spanish or Russian in addition to English. The division also recruits technicians for ILO technical programs. The Division of Trade Union Programs conducts tours of visiting foreign trade unionists and has a pressing need for about 40 people who can speak the appropriate languages and who are also American trade unionists. Language competence is highly necessary here because many of the visitors do not speak English adequately, and the use of the foreign language is highly necessary to establish rapport with the visitors. The Division of International Trade Union Organizations has six employees who follow the politics of foreign labor movements. These people also travel abroad and need languages to consult with foreign labor leaders. The Division of Area Specialists works on exibitions concerning labor and manpower at trade fairs. The Division of Placement has ten employees stationed in Mexico to recruit and process agricultural laborers. These employees are required to have fluent Spanish. Three employees stationed in the Philippines are not required to know a foreign language. The Bureau usually selects and recruits labor attaches, but they become State Department employees. Language skill may play a part, informally, in appointment, and some training may be given them at FSI before their appointment.

The Bureau of Labor Statistics has a division of Foreign Labor Conditions which employs about 30 people to prepare reports of labor conditions outside the United States. This group now has employees who can read and speak German, Spanish, French, Russian, and Arabic. Expansion is planned. Language requirements are not formally stated but they are very important.

The Commerce Department also has foreign operations which involve the use of foreign language skills. About 50 international economics specialists are assigned to area desks in the Bureau of Foreign Commerce. Language skills are exceedingly valuable here--especially French, Spanish, German, Russian and Japanese. The Office of Foreign Trade finds language proficiency highly valuable for about 100 positions. The Bureau also helps recruit commercial attaches for service abroad. As in the case of the labor attaches, these officials become State Department officers after their appointment.

The Commerce Department has a Joint Publication Research Service which translates unclassified materials for the Department and for all government agencies. It maintains a file of competent translators (they are tested before being used) and undertakes to find a translator for any language. Frequently technical materials are involved so the Service needs to recruit, e.g., a chemist who can translate Japanese. Most frequent calls now are for Russian, German and Chinese. JPRS finds it has an adequate supply of translators except for some rare combinations.

The Patent Office has eleven translators who can deal with technical materials in more than a dozen languages. The Bureau of the Census needs language skills in the International Statistical Programs Office. This group cooperates with foreign governments on statistical programs, and must handle written materials as well as converse with foreign statisticians. Statistical skills plus language skills are necessary here. The Census has another division using language skills but its work is classified.

The Bureau of Standards and the Coast and Geodetic Survey both have groups of scientists who need to deal with foreign language materials in connection with their scientific work. Few positions have formally stated requirements, but several hundred of these positions require more-or-less frequent use of foreign language publications or consultations with foreign scientists.

The Department of Agriculture also has a limited program involving foreign countries--limited by comparison with the huge programs concerned with domestic agricultural problems. The Foreign Agricultural Service has a total of about 120 professional and secretarial personnel stationed at posts outside the United States. Most of these are drawn from the permanent career employees of the Department, who will return to Washington after a brief tour abroad. The Department had no formal policy concerning language requirements until 1959 when a survey of language needs was made and a policy announced. The report identifies languages regarded as "important" or "desirable" at the various posts and calls for an S-2, R-2 level of competence before assignment. Two facts are evident about this survey and policy: (1) the languages regarded as "important" are all western European languages; and (2) the policy still represents a goal rather than an active policy. In 28 posts where S-2 proficiency was regarded as important, 46 percent of the professional employees at the end of 1959 had a self-appraised proficiency of "good" while 85 percent had "some knowledge" of the language. For secretarial employees the relevant figures were 19 and 75 percent, respectively. Officials say that this represents substantial progress. The Department has adopted the FSI proficiency designations and is beginning to have employees tested at FSI when they are in Washington.

The Agricultural Research Service (which employs more than 18,000 persons altogether) has need for a few scientists who can keep abreast of foreign developments in agricultural research abroad. Russian, German and French are the most needed languages—the greatest needs are for scientists who know Russian, and these are, of course, the hardest to recruit. Only about 50 positions are involved in this area.

Training

The central organization in the foreign language training field in Washington is the Language School of the Foreign Service Institute of the Department of State. This organization operates in Washington and at numerous posts overseas. It conducts linguistic research to provide materials for teaching languages and for improving teaching methods. It relies heavily on intensive courses calling for four to six classroom hours daily and usually lasting for 12 to 16 weeks. (Some courses are as short as four weeks, others as long as 24.) The FSI uses strictly modern methods involving much oral drill under the direction of native speakers of the target language. Grammar (or structure) instruction is in the hands of professional linguists. These methods represent an extension and improvement of the methods originally developed by the

American Council of Learned Societies and used by the Army during World War II. In fact many of the staff members of FSI were recruited from linguists associated with the ACLS--Army Intensive Language Program.

The primary mission of FSI is to insure that Foreign Service Officers develop sufficient knowledge of the structure and vocabulary of at least two languages to permit routine representation of the United States and to carry on professional discussions in a specialized field. This skill level is designated S-3 according to the grading system used by the FSI and other government agencies. (See State Department report below, p. 16 for complete grading system.)

Since 1956, over 1200 Foreign Service Officers have had intensive training in one of the world languages (French, Spanish, German, Portuguese and Italian). Incoming recruits are given intensive instruction if they do not have adequate control of one of the languages. This effort has resulted in marked improvement of language performance by the Foreign Service. In Spanish speaking posts nearly four-fifths of the FSO's have attained a level of S-3 or better, in French, two-thirds. The record in German is nearly as good.

As to the "hard languages" nearly 600 FSO's have now reached the S-3 level in some 37 essential languages. FSI had 77 new enrollments in these languages last year and expects the number to rise to 87 this year. The Foreign Service now has some language competence in virtually every post around the world. For example, two Foreign Service Officers in Addis Ababa are able to speak Amharic.

For the acquisition of lesser skills, or where schedules will not permit intensive training, the FSI conducts a program of early morning courses in Washington and at 150 overseas posts. These are very well attended.

The facilities of FSI are made available to other government agencies on a tuition basis, and several of the agencies in this study are using them.

Prior to 1957, the United States Information Agency paid little attention to language competences for officials in jobs not specifically requiring languages. Thus, in 1956, two persons were enrolled in intensive courses (one in Chinese and one in Japanese). This number rose to 110 in 1960, and during the fiscal year 1962 52 man years of time will be devoted to language training. More languages are involved now than formerly. French and Spanish are the most important, but Chinese, Arabic, and German are also significant. USIA uses the facilities of FSI.

International Cooperation Administration policies emphasize part time instruction (two to four hours daily) which permits the employees to carry on some of his duties. Instruction may start in Washington and continue at the post. ICA relies heavily on the post schools. The Agency experimented with shortened courses in French and Spanish, but these were found to produce an inadequate degree of skill, and the intensive training program, where applicable, is now 16 to 18 weeks. Many employees, particularly those overseas, are enrolled in "language familiarization courses" aimed at producing a skill level of S-1. ICA relies on FSI for language instruction.

The Bureau of Standards, in the Commerce Department, operates a program of part time graduate studies for its employees. In connection with this program, courses in scientific French, German and Russian are offered. The Bureau seldom uses the FSI, but recently sent six mathematicians and computer specialists for intensive Russian. These employees are working on the problem of machine translation from Russian to English. The Bureau of Foreign Commerce occasionally sends someone to FSI. The Census Bureau is sponsoring part-time courses in Chinese and Russian.

The Department of Agriculture regards the acquisition of language skills as primarily the responsibility of the employees, but for those who need language skills will make every effort to provide training at government expense up to the S-2, R-2 level. Before 1959 its efforts were limited to providing early morning training at FSI. Now, some intensive training is provided. The Department dislikes the 16 weeks program at FSI because of its length, and sends its employees to the Navy School at Anacostia for a 10-week program when space permits. Commercial services are also used. Employees are urged to increase their skills beyond the S-2, R-2 level by their own efforts.

Labor Departments efforts are limited to sending people to the early morning courses at FSI if the employee's job requires the language. Aside from this, only informal pressure, which is sometimes quite effective, is applied. The Bureau of Labor Statistics uses the FSI primarily to improve speaking fluency in French and Spanish for employees who can handle the written language but need to converse. They now have an employee who is fluent in Syrian Arabic, who will probably be sent to learn literary Arabic.

The Central Intelligence Agency distinguishes between "directed training" and "voluntary training." In the case of directed training, courses are provided during duty hours. In the voluntary program, after hours courses are provided, so that instruction is free, even though done on the employees' own time. A feature of the CIA program is the extensive use of short daily sessions of perhaps two hours, which permits the individual to carry on much of his work even though the courses are on Agency time. This kind of scheduling is not often done by other agencies except by use of the FSI early morning course. An effort to set up a course in French in the Labor Department using American University faculty failed because of administrative difficulties. Other departments might do well to consider such an arrangement.

Recruitment

In none of the agencies studied is knowledge of a foreign language a requirement except for those positions involving translating, interpreting or editing or broadcasting in foreign languages. In the Department of State, a requirement that incoming Foreign Service Officers know one of the world languages (S-3, R-3) is under consideration for application in 1963. The Language Service Area maintains a staff of interpreters and translators, but it also relies on the skills of Foreign Service Officers in Washington and other departmental personnel as well. In the Intelligence Area where research on foreign areas is conducted, language skills are obviously needed. However, area specialists are the primary need, with the language secondary. Here is a pattern which is observed in a number of other organizations throughout the government. The organization tries to make sure that its personnel, as a group, can deal with all the language problems likely to arise. Thus, a given group might include someone who knows the Scandinavian languages, another who knows German, another who has French and Spanish and still another with Italian. If one of these persons leaves, the language requirement for the new recruit will depend on what language the group now lacks.

Aside from the groups mentioned, the Foreign Service Institute needs native speakers of languages to conduct the language drills, and scientific linguists to supervise the courses, give instruction in language structure, and develop teaching materials.

In the USIA, the Voice of America needs native fluency in bradcasting, and writing for radio as well as editors for the Russian and polish magazines prepared in the Agency. The Voice is permitted to use non-U. S. nationals.

Binational Center Grantees (see USIA report below) who know the relevant language are eagerly sought. They are frequently not available, however, and there is no fixed requirement.

In recruiting new career officers (FSO-8's) USIA lists language skill among a number of other factors but it is not a fixed requirement, nor is it expected to be. The Agency does recruit quite a number, however, who have the language skill. Some recent graduates of language and area studies courses have failed to pass the USIA examinations because they know too little about American Civilization, one of the subjects tested.

ICA recruits a great many specialists and prefers them in the age range 35 - 50. This means that the technical knowledge is of first importance, although the agency is delighted when language skill is also available. Little recruiting is done at the junior levels, as in the case of State Department and USIA. The organization does like to find economists with language ability since it prefers them for administrative posts.

In the Labor Department several divisions have language needs but there is no fixed requirement except for ten officials serving in Mexico, recruiting and processing farm labor. These men must have fluent Spanish. Other language requirements are quite important. For example, a group of Spanish-speaking labor leaders from Latin America arriving for a three-month training and touring program, needs a group leader who is a trade union man himself and who knows Spanish. This, incidentally, is one of the most difficult jobs to fill. Similarly, a division following labor conditions abroad must have a number of language skills within the group.

In the Department of Agriculture language ability is considered a plus factor for juniors applying to the Foreign Agricultural Service. It is also a plus factor for those wishing to become agricultural attaches abroad. These positions are filled from within the FAS by career employees.

Language skills are secondary in the Commerce Department except for about a dozen translators in the Patent Office.

For a number of years the Central Intelligence Agency has been paying cash bonuses for the acquisition and maintenance of language skills. These sums vary in amount—Western European languages least, Chinese, Japanese and Korean most, other languages in between. Achievement bonuses may be paid more than once, as the employee advances to higher skill levels. Maintenance bonuses, of lesser amounts may be paid annually. The employee is tested to determine the skill level attained.

The State Department has devised a similar system but has not yet been able to obtain the appropriations necessary to begin paying incentives. None of the other agencies studied has a system of cash incentives.

Assignment Policies

Of particular importance to a career foreign service is the policy governing assignment. For many years, Foreign Service Officers in the State Department felt that the acquisition of a "hard language" would result in a career confined to posts in hot, dirty and more-or-less uncivilized parts of the world and in being forgotten regarding promotion. Department personnel people now feel that there is a sensitivity to this problem on the part of Career Boards and the employee is more likely to be rewarded than penalized. On the other hand, as long as the number of employees who know obscure languages is limited, it would seem that strong pressures to continue the FSO in the remote post will exist. Two mitigating factors might be mentioned. First, some of the "hard languages" are spoken in areas of great political interest, and should be interesting assignments. For example, thirty years ago little change was occurring in the whole Arabic world--British hegemony was well established and the prospect of moving from one Arab capital to another would be dreary indeed. Now the prospect of moving from Egypt, to Saudi Arabia to Jordan to Lybia might involve some physical discomfort but would be certain to bring challenging professional problems. This means also that the prospects for promotion would certainly be better than those of one Arabic-speaking FSO of 1930. Second, the number of FSO's studying languages is much greater now and the chances of being relieved by someone who also know the language are much better.

Range of Language Interests

Table I indicates something of the scope of the federal language interest. It should be said first that it is incomplete, even with respect to the agencies covered, since some units dealing with classified materials have been left out. Second, some of the interests expressed are not yet active. This is true of some of the African languages, for which training will not begin until next year or the year after. In other cases the interests are probably highly occasional or even trivial. Even the Language Service Bureau of the State Department probably has infrequent calls for Ladino or Catalan. Classicists may take comfort in the fact that both Latin and Greek are on the list (although the Greek is not Classical). Nevertheless, these are the languages that were mentioned, and their number is impressive. Altogether 72 languages appear on the list. The signs are that this number will increase.

Table I

FOREIGN LANGUAGES IN USE BY SELECTED FEDERAL AGENCIES

	State Department					ICA	USIA	LABOR	AGRIC		COMM
	For Sor	LSB	FSI '61	FSI Field	INR				Imp	Des	
West European Languages[1/]	1	2	3	4	5	6	7	8	9	10	11
Catalan		x									
Danish	x	x		x	x		x		x		x
Dutch	x	x		x					x		x
Finnish	x			x	x		x				x
French	x	x	x	x		x	x	x	x		x
Gaelic					x						
Gallego		x									
German	x	x	x	x		x	x	x	x		x
Greek	x		x	x	x	x	x				
Icelandic	x	x		x							
Italian	x	x	x	x		x	x		x		x
Ladino		x									
Latin		x									
Norwegian	x	x		x	x		x				x
Portuguese	x	x	x	x		x	x		x		x
Serbo-Croatian	x		x	x		x	x			x	
Spanish	x		x	x		x	x	x	x		x
USSR and Satellites											
Albanian	x				x						
Bulgarian	x			x			x				
Czech	x			x			x				x
Esthonian					x						
Georgian					x						
Hungarian	x		x	x	x						
Kazakh					x						
Kirghiz					x						
Latvian					x						
Lithuanian					x						
Mongolian					x						
Polish	x		x	x	x		x				x
Rumanian	x	x			x		x				
Russian	x		x	x	x		x	x	x		x
Near and Middle East											
Arabic	x		x	x	x	x	x	x	x	x	
Armenian					x						
Hebrew	x		x		x	x				x	x
Kurdish	x			x							
Pashtu	x			x	x						
Persian	x		x	x	x	x	x		x		
Turkish	x		x	x	x	x	x				

Foreign Languages . . 2/

	State Department					ICA	USIA	LA-BOR	AGRIC		COMM
	For Ser	LSB	FSI '61	FSI Field '60	INR				Imp	Des	
	1	2	3	4	5	6	7	8	9	13	11
South and Southeast Asia											
Bengali	x			x							
Burmese	x		x	x	x		x			x	
Cambodian	x			x	x	x	x				
Gujerati					x						
Hindi-Urdu	x		x	x	x		x			x	
Indonesian	x		x	x	x	x	x		x		
Laotian	x			x	x	x					
Malayan	x			x	x					x	
Nepali	x			x							
Singhalese	x			x	x						
Tamil	x			x	x						
Thai	x		x	x	x		x			x	x
Tibetan					x						
Vietnamese	x		x	x		x					
Far East											
Chinese (includes Mandarin, Amoy, Cantonese)	x		x	x	x		x				x
Japanese	x		x	x	x		x				x
Korean	x			x	x		x				
Tagalog	x			x	x						
Visayan	x		x								
Western Hemisphere											
Creole		x		x							
Papiamento				x							
(Needs for Dutch, French, Spanish and Portuguese noted above)											
African Languages											
Afrikaans	x	x		x						x	
Akan	x										
Amharic	x			x	x	x					
Bantu					x						
Bemba				x							
Hausa	x			x							
Ibo	x										

	State Department					ICA	USIA	LABOR	AGRIC		COMM
	For Ser	LSB	FSI '61	FSI Field '60	INR				Imp	Des	
	1	2	3	4	5	6	7	8	9	10	11
African Languages (cont'd)											
Yoruba	x										
Shona	x										
Nyanja				x							
Somali						x					
Sudanese				x							
Swahili	x			x	x						

1/ Description of Column headings:

State Department
1. Foreign Service
2. Language Service Bureau
3. Training being given at Foreign Service Institute, Washington, February 1961
4. Training being given at foreign posts under supervision of FSI in November 1960
5. Languages required by Intelligence Area

6. International Cooperation Administration

7. United States Information Agency

8. Department of Labor

∴. Department of Agriculture
  9. Language-important positions
  10. Language-desirable positions

11. Department of Commerce.

STATE

FOREIGN LANGUAGE SKILL REQUIREMENTS
DEPARTMENT OF STATE

Functions of the Department of State

Since the days of George Washington, when the activities of the European powers seemed to have but "remote relation" to American national interests, until today, when our national existence may be threatened by a struggle for power in Laos, the State Department's primary responsibilities have remained the same: to collect the information required to formulate foreign policy and conduct international affairs; to evaluate information, make recommendations, and otherwise to assist the President in formulating foreign policy; to represent the United States in its dealings with other nations and foreign nationals; to conduct negotiations with foreign powers; and to coordinate the activities of American groups, agencies, and persons concerned with foreign affairs.

If the formal functions and responsibilities of the Department have remained stable, views about what is required to fulfill these functions have undergone continuous revision and development. The numbers of people and missions required to perform the functions have multiplied many times. The educational and technical accomplishments for those performing the traditional functions have become increasingly rigorous, specialized and diverse. Current estimates of the foreign language requirements of the State Department reflect the views of top level policy makers about the importance of foreign languages to the conduct of foreign affairs today. But these requirements are by no means static. They have changed dramatically in the last five years. Further changes may be expected.

Currently, it is believed that collection and evaluation of information, negotiation with foreign powers, and many of the tasks associated with representing interests of the United States abroad require the fluent use of appropriate foreign languages. Most of these functions are carried out at the large number of United States missions in foreign countries. All State Department positions at overseas missions are occupied by Foreign Service Officers. Many positions requiring the use of foreign languages in the State Department in Washington are also classified as Foreign Service Officer positions and must be filled by Foreign Service Officers. It is therefore not surprising that most of the Department's foreign language requirements concern the Foreign Service Officer Corps, nor that most of the policies and programs designed to enable the State Department to fulfill these requirements apply to the Foreign Service Officer Corps.

Language Requirements: Foreign Service Officer Corps

In 1958 the Department of State undertook to survey systematically the minimum foreign language requirements for the Foreign Service Officer Corps and to project these requirements five years into the future. These estimates were arrived at by use of a formula which took account of the number of Foreign Service Officer positions at each post, the factors of attrition and rotation, and the extent to which English, French, Spanish, German, Italian, and Portuguese were in common use in each area or country. They were based on the assumption that each Foreign Service Officer should be fluent in at least one of the above foreign languages. The estimates were also designed to provide for the language needs of Foreign Service Officers in the State Department in Washington.

The 1958 estimates were intended to be minimum requirements. Officials making the estimates emphasized that growing intercultural exchange, coupled with the current upsurge of nationalistic feeling throughout the world, would certainly cause the requirements to increase. The following estimates of the required number of United States nationals with competence in the indicated languages were developed at that time:

Amharic	9	Greek	33	Persian	57
Arabic	231	Hebrew	18	Polish	21
Bengali	18	Hindi-Urdu	45	Portuguese	173
Burmese	15	Hungarian	15	Rumanian	6
Cambodian	7	Indonesian	20	Russian	24
Chinese (Mandarin)	93	Italian	173	Serbo-Croatian	36
Czech	12	Japanese	60	Singhalese	6
Danish	9	Korean	18	Spanish	1040
Dutch	30	Kurdish	6	Swedish	12
Finnish	9	Laotian	10	Tamil	5
French	1387	Malayan	10	Thai	20
German	693	Norwegian	9	Turkish	42
				Vietnamese	24

Since 1958 the State Department has added some languages to the list, principally in the African area. In the coming year training in Akan, Yoruba, Ibo, and Hausa (these are West African languages), will be started by four Foreign Service Officers; the following year training will begin in Swahili. Work in the Central African languages will begin later.

A quick look at these requirements reveals much about the foreign language needs of the State Department. It will be noted first that the State Department requires Foreign Service Officers to be fluent in a total of 37 languages, excluding the African languages; and second, that it requires several times as many officers fluent in French, Spanish, and German than in any other language. However, it must be remembered that the importance of the language cannot be inferred from the size of the requirements. The Department's need for a few officers fluent in Thai or Korean may be just as critical as its need for many more officers trained in Arabic or Chinese.

It is the present policy of the Department that no officer be assigned to a post where French, Spanish, or German is important to his duties until he has a minimum working knowledge of the appropriate language. Officers without this competence receive training in Washington before reporting for duty at such posts. (The rigor of this policy can be contrasted with that of several other government agencies which permit officers to report for duty at posts requiring one of the "world languages," with the understanding that they will receive instruction in post courses.)

While it is not practical for the Department to require that every officer achieve professional proficiency in the language of every post to which he is assigned, it is the intent of the Department that all positions deemed "language essential" be staffed by officers so qualified, and that, in addition, all Departmental personnel assigned abroad acquire at least a "courtesy" level of proficiency in the primary language of the post to which they are assigned. A "courtesy" level of proficiency can normally be achieved in one of the "hard" languages in approximately 100 hours of classroom instruction.

No comprehensive review of the 1958 requirements has since been made, and those estimates remain the formal basis for the language training program of the Foreign Service Institute--which is responsible, among other things, for the training in area and language skills of Foreign Service Officers. The most current information on language skill requirements in the Department therefore may exist in the actual operating experience of the Foreign Service Institute.

Viewed from this perspective, languages were classified in four broad categories in April 1961:

I. Those languages which constitute the numerically largest, continuing training requirements:

French
German
Portuguese
Spanish
Italian

II. Those languages in which the Foreign Service Institute conducts regular intensive training:

Arabic
Bengali
Bulgarian
Burmese
Cambodian
Chinese Mandarin
Czech
Greek
Hebrew
Hindi-Urdu
Hungarian
Indonesian/Malay
Japanese
Korean
Persian
Polish
Russian
Serbo-Croatian
Thai-Laotian
Turkish
Vietnamese

One change worthy of note seems to have developed over the 1958 list. Bulgarian is now listed for regular training, while it did not figure at all in the former list.

III. Those languages in which intensive training is offered only occasionally, or which require a more limited level of proficiency:

Afrikaans
Akan
Albanian
Amharic
Amoy-Taiwanese
Cantonese
Danish
Dutch
Finnish
Hausa
Ibo
Icelandic
Kurdish
Nepali
Norwegian
Pashtu
Rumanian
Singhalese
Swahili
Swedish
Tagalog
Tamil
Visayan
Yoruba

In this category, estimates were made in 1958 for many of the languages, but a number of others were not included, either because they were not then considered sufficiently important, or because the requirements were so small and uncertain that estimates were not practical.

A word might be said about the new African languages mentioned above. Hausa is an Afro-Asiatic language, related to Berber, Somali, and Arabic. It is widely used as a trade language in West Africa. Ibo belongs to the Kwa branch of the Niger-Congo languages. Swahili is a lingua franca in East Africa and is a Bantu language. Yoruba is also one of the Kwa languages.

Two widely separated Germanic languages appear in Group III—Icelandic and Afrikaans—which were not listed in 1958.

In addition to Mandarin, listed in 1958, Amoy, which is also spoken in Taiwan, and Cantonese have been added. Two of the Philippine native languages, Tagalog and Visayan, are now in Group III.

Other languages include Albanian, Pashtu (one of the official languages of Afghanistan and also spoken in the "Northwest Frontier" country in West Pakistan), and Nepali.

It might be worth mentioning that none of the languages listed in 1958 fails to appear in FSI Categories I, II, or III. In other words, there have been additions to these active categories, but no deletions.

IV. Those languages for which there are no formally projected training requirements, but which nonetheless have some potential interest, and which may grow in importance. Some officers may be studying these languages at the post of assignment:

Armenian
Azerbaijani Turkish
Assamese
Bambara-Malinke
Berber
Byelorussian
Estonian
Ewe
Fula
Gujerati
Ilocano
Javanese
Kannada (Kanarese)
Kazak
Kazan-Turkic
Kikongo
Lingala
Lithuanian
Luba
Madurese
Malagasy
Malayalam
Marathi
Mende
Mongolian (Khalkha)
Panjabi
Rajasthani
Sindhi
Congo Swahili
Slovak
Slovenian
Somali
Telegu
Tibetan
Ukrainian
Uzbek

These languages are of interest since they indicate an educated judgment of trend direction by the language training authorities. None of these guesses is very surprising. First, there are eight additional African languages. Next, six of the great Indic languages--Assamese, Gujerati, Marathi, Panjabi, Sindhi, and Rajasthani. Except for Assamese, (spoken by 7 million people), all of these Indic languages are spoken by more than 15 million persons. A similar group of Dravidian languages, also found in the Indian subcontinent, is listed--Kannada, Malayalam, and Telegu. In the Communist area, Byelorussian, Estonian, Lithuanian, Slovak, Slovenian, and Ukrainian are listed in the Finnic, Slavic, and

Baltic area. Two Turkic languages occurring along the southern border of the U.S.S.R. are listed—Kazak and Uzbek. Azerbaijani is the language of Northern Iran; it is also spoken in bordering neighborhoods of the U.S.S.R. Farther east, Tibetan and Mongolian are listed. In Southeast Asia, Javanese and Madurese are listed, and another native Philippine language, Ilocano, is also here. Malagasy, the language of Madagascar, is listed.

A comprehensive revision and refinement of existing requirements is now under way. The current survey, which will constitute the first position-by-position determination of the language requirements for Foreign Service Officer positions, was undertaken in response to the request of the Congress, as stated in Public Law 86-723.

> SEC. 578. The Secretary shall designate every Foreign Service Officer position in a foreign country whose incumbent shall have a useful knowledge of a language or dialect common to such country. After Dec. 31, 1963, each position so designated shall be filled only by an incumbent having such knowledge: Provided, That the Secretary or Deputy Under Secretary for Administration may make exceptions to this requirement for individuals or when special or emergency conditions exist. The Secretary shall establish foreign language standards for assignment abroad of officers and employees of the Service, and shall arrange for appropriate language training of such officers and employees at the Foreign Service Institute or elsewhere.

It is expected that the current survey will provide reliable estimates of the importance of foreign language skills to the performance of duties in every FSO position. The principal survey tools are: (1) a questionnaire which collects from each mission information about the language or languages utilized in the relevant areas in radio broadcasts, newspapers, commercial transactions, etc. (Appendix A);

and (2) job descriptions from each FSO which describe in detail his actual post duties and include his estimate of the importance of foreign language skills to the performance of his job. It is anticipated that this survey will provide information about the language uses and requirements for each position, and enable the Department to determine objectively which positions are genuinely "language essential." The results of this survey will not be available for several months.

Language Requirements: Other Than Foreign Service Officers

The State Department has four categories of employees:

Foreign Service Officer (FSO)
Foreign Service Reserve Officer (FSR)
Foreign Service Staff Officer (FSS)
Civil Service

As stated above, most of the foreign language requirements of the Department are for Foreign Service Officers with specific foreign language skills. The Department's efforts systematically to identify and project foreign language needs have been limited to the Foreign Service Officers. There is, however, a substantial number of positions requiring foreign language skills which are filled by Civil Service employees or Foreign Service Reserve Officers. Comprehensive information about foreign language requirements for non-Foreign Service Officers is difficult to obtain, and not available in organized form.

The only areas of the State Department which have formal foreign language requirements for non-Foreign Service Officer positions are Intelligence Research, the Language Service Area, and the Foreign Service

Institute. None of the top echelon policy positions, including positions in the Secretary's Office, Assistant Secretaries, and their top level assistants and the Policy Planning Staff, requires foreign language competence. Neither do any of the positions (other than those filled by Foreign Service Officers) in the Economic Area, the International Organizations area, in Administration, Security, nor on Consular Staffs.

The largest number of positions requiring foreign language skills, which are or may be filled by Civil Servants or Foreign Service Reserve Officers, is in the Intelligence Research Area. There are approximately 70 such positions in this area, though it should be noted that it is generally impossible to identify a particular foreign language requirement with a particular slot. Foreign language requirements in INR are the requirements of "branches" (e.g. Benelux) rather than positions. Performance of INR functions requires that persons staffing a branch possess, among them, competence in all the languages relevant to research on the area. One staff member may have three languages, another two, and still another one, but among them they must possess the languages required for work on the area. In recruiting new employees, the language skill required will often be determined by the language competence of existing members of the branch's staff. In INR, knowledge of a language must always be combined with intensive knowledge of the area. INR is one of the relatively few offices of the federal government which has a continuing need for a substantial number of persons trained in languages and area studies.

At the time that the approximately 70 positions were exempted from the requirement that they be filled by Foreign Service Officers, a list was made of language and area skills which responsible officers of INR found to be in chronically short supply (Appendix B). It will be noted that the list does not relate the needed language and area skills to specific positions. The reasons for this have been explained above. With very few exceptions, the positions available to Civil Servants or Foreign Service Reserve Officers are between grades GS-9 and GS-13. Virtually all of these positions require substantial graduate work plus relevant research experience.

The Foreign Service Institute has substantial requirements for linguistic scientists and linguists. In addition to the large number of drill instructors, who are normally native speakers, the Institute employs "scientific linguists" and "linguistic scientists" in the Testing Division (two positions at GS-13, and one GS-11); the Department of Near Eastern and African Languages (GS-13, 13, 12, 11, and 9); the Department of North-east and Central European Languages (GS-13, 12, 11, and 9); the Department of South Europe and Latin American Languages (GS-13, 13, 12, 11, and 9); and the Department of Far Eastern Languages (GS-14, 13, 12, 11, and 9). Representative pay scales for position grades are as follows:

Grade	Minimum	Maximum
5	$ 4,345	$ 5,335
7	5,355	6,345
9	6,435	7,425
11	7,560	8,860
13	10,635	11,935
15	13,730	15,030
17	16,530	17,570
18	18,500	

(For most grades some increases beyond the maximum are allowed on the basis of "longevity.")

The Language Service Division, headed by a GS-15 (Salary $13,730 to $15,030), has a total staff of 30 to 35 employees, including clerical level personnel. The Language Service Division can by no means supply interpreters and translators for all the needs of the State Department, and relies heavily on contracts with persons and organizations outside the State Department. Its staff reflects the stable, minimal needs of the Department. About half of the regular permanent staff of translators and interpreters is comprised of native-born Americans. It has a translating branch and an interpreting branch. The former has sections:

(1) The Romance Section, whose staff is competent in Spanish, French, Portuguese, Italian, Rumanian, Latin, and such minor dialects as Catalan, Gallego, Creole, Ladino. (Professional positions in this branch are in grades GS-13, 12, 11, and 7.)

(2) A General Section, responsible for Slavic, Oriental, Near Eastern, and other languages (positions at GS-13, 12, 11, and 7); and

(3) A Germanic Section responsible for German, Dutch, Swedish, Danish, Norwegian, Icelandic, and Afrikaans (with professional positions at grades GS-13, 12, 11, 9, and 7).

The Interpreting Branch is not further subdivided. Its staff is competent in simultaneous and consecutive interpreting of most of the languages handled by the translating branch. (Permanent positions, seven GS-12 positions, five GS-11 positions, three GS-9 positions, one GS-7, and one GS-5.) As in Intelligence Research, the language skills required by positions in this area are not formally stated in job descriptions, because the aim is not to fill a particular position with a person competent in a particular language, but to staff the divisions and branches so that the personnel can collectively handle the relevant languages.

These three areas of the State Department—Intelligence Research, Foreign Service Institute, and Language Service Division—are the only areas of the Department with formal requirements for persons, other than Foreign Service Officers, who can speak, read, or write foreign languages. Scattered through the State Department there are other positions which do not require a foreign language, either formally or in fact, but for which persons who possess relevant foreign language skills are preferred. There are functions in the Bureau of Cultural and Educational Exchange whose effective performance virtually requires some foreign language competence among the staff.

The work of the reception centers for foreign students and leaders in San Francisco, Miami, and New York, is greatly facilitated and its efficiency enhanced if staff members can speak to incoming foreign guests. In no case is foreign language competence formally required. However, the effort is made to staff these reception centers so that some permanent employee will have some competence in each relevant language. This goal is not always achieved, but it influences recruitment for these positions.

It should be further emphasized that foreign language skills are useful in many positions for which they are not required.

Summary Comments on the Foreign Language Requirements of the Department of State

In summary, the main requirements for foreign language skills are for Foreign Service Officers able to use the languages required in their posts. Among other things, this means that most of the language requirements of the Department can only be met by persons who possess foreign language skills in addition to all the other requirements for Foreign Service Officers. With few exceptions, Foreign Service Officers are recruited at Grade FSO-8, from among successful candidates on the Foreign Service written and oral examinations. As of 1963, all incoming Foreign Service Officers must be proficient in either French, Spanish, or German; and all persons who take the Foreign Service Officers examinations will be tested for proficiency in one of these languages. The language requirement, however, will be added to all other requirements for incoming Foreign Service Officers it will not supersede any other requirements.[1] All persons interested in careers as Foreign Service Officers should be clearly informed that foreign language competence is a useful and necessary subsidiary skill, but not a primary requirement. No level of skill in foreign languages or in foreign language and area studies is, of itself, adequate to qualify a person for the Foreign Service Officer Corps.

The positions in Intelligence Research are also positions in which foreign language competence is a necessary tool, but again, it is subsidiary to other requirements; in this case, to the requirement for intensive area training plus substantial research skills. Most of the

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[1] At the present time, the Department has ruled that it will not accept any languages other than French, Spanish, or German as satisfying this requirement. However, there is good reason to believe that this policy will be altered before 1963, permitting prospective Foreign Service Officers to submit certain other languages (for example, Russian and Chinese) in satisfaction of the language requirement. The precise level of competence that will be required of incoming Foreign Service Officers has not been determined, but it will probably be somewhere between an S-2 and S-3, R-2 and R-3 level of competence. For definitions, see p. 15.

"S" Speaking Proficiency

S-0	No practical speaking proficiency.
S-1	Able to use greetings, ordinary social expressions, numbers, ask simple questions and give simple directions (sufficient for routine travel requirements).
S-2	Able to satisfy both routine social and limited office requirements.
S-3	Sufficient control of the structure and adequate vocabulary to handle representation requirements and professional discussions within a special field.
S-4	Able to use the language fluently on all levels pertinent to the Foreign Service.
S-5	Speaking proficiency equivalent to that of English.

"R" Reading Proficiency

R-0	No practical reading proficiency.
R-1	Able to read elementary graded lesson material.
R-2	Able to read intermediate graded lesson material or simple colloquial texts.
R-3	Able to read non-technical news items or technical writing in a special field.
R-4	Able to read all styles and forms of the language pertinent to the Foreign Service.
R-5	Reading proficiency equivalent to that of English.

Intelligence Research positions described above require persons with a Ph.D. degree in one of the social sciences or in area studies, who also know the language or languages used in the geographical area of their special expertise.

Finally, it should be clear that the only positions in the Department of State for which foreign language competence is a primary requirement are the linguistic scientist and scientific linguist positions in the Foreign Service Institute, and the interpreters and translators positions in the Language Service area.

With the exception of the positions in Intelligence Research, the State Department's requirements for foreign language skills are nearly all for persons with oral fluency. As in the government generally, most positions which require foreign language skills require fluent command of the spoken language.

Policies, Procedures, and Plans

A now famous survey made in 1957 disclosed that fewer than half of all Foreign Service Officers in the Department of State possessed a useful speaking and reading knowledge of either French, Spanish, or German, and that only about 25 percent of all incoming Foreign Service Officers had a useful level of proficiency in any foreign language. The findings of this survey were not surprising to people acquainted with the Department. They did, however, provide objective confirmation of the singularly low level of foreign language competence among American diplomatic officers, and they constitute a useful base point against which to measure the State Department's progress in the foreign language field.

In the immediate post-Sputnik period, responsible officers of the State Department took a new look at recruitment, training, assignment, and promotion policies, with a view to their effects on the foreign language competence of the Foreign Service Officer Corps. The following section of this report reviews the changes in formal and informal policy and procedural changes which resulted from this all too recent interest in foreign languages.

While analytical clarity is best served by discussing separately the various aspects of personnel policy, the reader should bear in mind that policies governing recruitment, training, assignment, and promotion constitute a system of incentives designed to the single purpose of attaining the minimum goals described in the previous section on requirements: That each Foreign Service Officer become proficient in one of the world languages, and that adequate numbers of Foreign Service Officers achieve a useful level of skill in all the languages identified in the requirements established in 1958.

Training. Through the School of Languages of the Foreign Service Institute, the State Department conducts a language training program for the primary purpose of assisting Foreign Service Officers "to acquire proficiency in two foreign languages; i.e., to the level of having sufficient control of the structure of a language and adequate vocabulary to handle routine representation requirements and professional discussions within one or more special fields and having the ability to read non-technical news items or technical writing in a special field."

Intensive full-time language instruction, for which officers are relieved from all other duties, is offered at the Foreign Service Institute in Washington and at selected field schools. Intensive courses comprise four to six hours of daily classroom instruction for periods of 4 to 24 months, depending on the difficulty of the language and the level of proficiency required.

Appendix C provides a detailed picture of the number of persons enrolled in intensive language training courses at the Foreign Service Institute in February 1961, at which time intensive instruction in a total of 23 different languages was offered.

Since the inception of the Department's policy that every Foreign Service Officer be equipped with one of the world languages, over 1200 Foreign Service employees have received from 12 to 24 weeks of full-time intensive training in one of these languages, either at the Institute in Washington or at overseas schools sponsored by FSI. This effort is principally responsible for the striking progress in world languages made since 1956. Today, 79 percent of the Foreign Service Officers assigned to posts where Spanish is the primary language have a level of proficiency in that language of S-3 or above. Two-thirds of all Foreign Service Officers assigned to posts where French is the primary language have attained or exceeded the S-3 level in the language; the record is almost equally as good in German. Furthermore, an additional 20 percent of the Foreign Service Officer Corps is rapidly approaching a professional level of proficiency in one of these three languages. Incoming Foreign Service Officers (FSO-8), who are not already proficient in one of these languages, receive intensive instruction in one of them as part of their basic training. Although intensive training in French, German, and Spanish is now strictly job-related for all except incoming officers, so important are they to the Foreign Service that training needs for them are still much larger than for any other languages. Training is expected to continue at current levels for the foreseeable future.

Training in the esoteric languages has been similarly stepped up. Intensive training in approximately 28 "hard" languages has been increased from 38 new enrollments in fiscal year 1955 to 77 new enrollments in fiscal year 1960, and is expected to increase to 87 in the near future. Not only has the number of students enrolled in the esoteric languages increased substantially, but, as we have already seen, the number of these "hard" languages in which training is offered has also increased. To appreciate the dimensions of this effort, it is necessary to bear in mind that before courses can be offered in additional esoteric languages, for example those of Africa, it is almost always necessary to first develop teaching materials. At the beginning of the current calendar year, approximately 585 Foreign Service Officers had achieved or exceeded the S-3 level of proficiency in at least one of 37 essential esoteric languages. An additional 412 Foreign Service Officers have a working knowledge of one of these languages and are rapidly approaching the S-3 proficiency level.

Today there are virtually no posts in the world without at least one Foreign Service Officer fully competent in the local language, and at many remote posts two or more officers are so skilled. Phnom Peuh, to which two Cambodian-speaking officers are assigned, and Addis Ababa, with two officers fluent in Amharic, provide examples of the Department's success in the esoteric language field.

Intensive language training is relied upon to equip Foreign Service Officers with a professional level of competence in the briefest possible time. Part-time language courses are offered to increase the level of competence of officers who already possess substantial knowledge, who have a longer time available to acquire the language, or who need to achieve only a lower level of proficiency. Part-time language training is offered in Washington through the "early morning" courses, in which approximately 170 Foreign Service Officers are currently enrolled, and at approximately 190 overseas posts. At the present time some 50 languages are offered at post courses. More than 4000 employees of over 30 agencies, including about 1800 State Department employees, are currently enrolled in these courses. These are the courses principally relied upon to equip American officials overseas with the "courtesy" level of the language of the country to which they are assigned. Appendix D provides a detailed account of the part-time courses offered during 1960.

Incentives:

The program of incentives to stimulate Foreign Service Officers to acquire and maintain proficiency in foreign languages affects recruitment, promotion, and assignment policies of the Department.

Past experience convinced officers of the State Department that the level of foreign language instruction available throughout the country made it impractical and undesirable to require incoming Foreign Service Officers to possess proficiency in a foreign language. Candidates were given a five point bonus for proficiency, but were not disqualified for lack of it. However, the general improvement in secondary school and university instruction in foreign languages has led to a revision of this policy.

Beginning in 1963, all incoming Foreign Service Officers will be required to possess a knowledge of either French, Spanish, or German. It is anticipated that this requirement will be revised to make such other widely used languages as Russian and Chinese acceptable for satisfying these entrance requirements.

Since 1957, when the Department inaugurated a crash program to increase the foreign language skills of its officers, acquiring and maintaining foreign language competence has been a substantial factor in the promotion policy of the Foreign Service Officer Corps.

Data on in-service language training, on self-instruction, and on language proficiency tests are included in the personnel files on which the Officer Selection Board makes its recommendations. Since the foreign language requirement is relatively recent, most emphasis is given to the progress made by officers in this field. Careful note is taken of achievement or lack of achievement of competence in one of the world languages, and, for those officers who already possess a professional level of skill in one of these languages, important weight is given to their progress in acquiring a second language.

To provide recognition for attainment of foreign language skills, the Department publishes in its News Letter the names of all officers who achieve a fluent or bilingual level of competence in a given quarter. The language and the precise level of proficiency achieved are published alongside the officer's name and grade.

To provide further incentive to officers to acquire and maintain competence in the "hard" languages, a program of financial awards has been devised (implementing a provision of the Foreign Service Act of

1946, as amended by P.L. 86-723 in 1960), but is not yet in operation. Under this program, officers who receive an FSI test score of S-3, R-3, in selected languages, will be granted "incentive pay," the amount of which will vary with the officer's assignment and the Department's need for specific "hard" languages. Maintenance of a language outside the area in which it is used will be rewarded at half the rate paid for use of the language in the area, with eligibility for "maintenance" incentive pay, as opposed to "use" incentive pay ceasing automatically ten years after initial attainment of the S-3, R-3 level of skill. For officers who received intensive training in a "hard" language at government expense prior to July 1, 1958, maintenance pay will cease ten years after the officer completed his course, or on promotion to Class 3 Foreign Service Officer, whichever comes first.

The three groups of languages and their incentive pay rates have been established as follows:

GROUP I

(Annual incentive rate at S-4, R-4, $1050 for use or $525 for maintenance; at S-3, R-3, $700 for use, $350 for maintenance.)

Amharic
Bengali
Burmese
Cambodian
Hebrew
Korean
Kurdish
Laotian
Singhalese
Tamil
Thai
Vietnamese

GROUP II

(Annual incentive rate at S-4, R-4, $750 for use, $375 for maintenance; at S-3, R-3, $500 for use, $250 for maintenance.)

- Albanian
- Arabic
- Bulgarian
- Chinese
- Czech
- Finnish
- Hindi-Urdu
- Hungarian
- Japanese
- Persian
- Polish
- Serbo-Croatian
- Turkish

GROUP III

(Annual incentive rate at S-4, R-4, $450 for use, $225 for maintenance; at S-3, R-3, $300 for use, $150 for maintenance.)

- Greek
- Indonesian
- Malay
- Rumanian
- Russian

These categories contain all the languages included in the 1958 list (p. 3 above) except the five "world languages" plus Danish, Dutch, Norwegian, and Swedish. Albanian and Bulgarian, not mentioned in 1958, appear here. The African languages have not been put on the list. Nor have any of the languages listed in Category IV above (p. 7)—languages regarded as potentially interesting, but for which no formal training requirements have been projected.

The Department hopes to begin paying these incentive bonuses in Fiscal 1962.

Another important factor in the State Department's program for motivating officers to acquire and maintain foreign language competence is the policy governing assignment. Foreign Service Officers have long felt that competence in a "hard" language might serve as a deterrent to success for two principal reasons: First, since most of the "hard" languages are spoken at hardship posts, competence in one of these languages has been widely believed to increase the number of years spent in remote, underdeveloped, and relatively uncomfortable areas. Second, since expertise in remote areas is relatively rare, it has been thought to limit an officer's horizontal and vertical mobility in the Service, by increasing the likelihood that he would be kept a specialists, and so excluded from top policy-making positions. Increasing need for and emphasis on specialization has made Career Boards and the Career Development Staff more sensitive to the possibility that policies penalized officers who acquired esoteric language and area expertise. Today an officer who achieves a professional level of skill in one of the "hard" languages can be more certain than ever before that he will be rewarded rather than penalized, and that his assignments will assist rather than handicap efforts to maintain esoteric language and area expertise.

APPENDIX A

Geographic Bureau	Name of Post	Name of Country	Kind of Post	No. FSO's Normally Assigned
			Embassy______ Legation______ Con. Gen.______ Consulate______	

Recent legislation amending the Foreign Service Act of 1946 stresses the importance of foreign languages and establishes certain requirements. This questionnaire is intended to help the Foreign Service meet these requirements. Recognizing that it is not possible for all officers to become proficient in the languages of all the posts at which they successively serve, or even in all the languages spoken at a particular post where they may be serving at a given time, the Department is seeking to determine the actual language needs of the Service, post by post, to provide reliable guidance for training plans and assignment policies. Completed questionnaires, like this one, on each post will supply the necessary data for a more reliable estimate of language needs than has been available heretofore. It is suggested that the entire questionnaire be examined before individual questions are answered.

In the following questions if any language is definitely correlated with any identifiable factor such as social class, minority cultural group, geographic subdivision or whatever, identify that factor.

1. Language(s) decreed as official:

2. Language(s) in which the Chief of State addresses the people:

3. Language(s) in which the internal affairs of the government are conducted

   a) orally:

   b) in writing:

4. Language(s) used in judicial proceedings:

5. Language(s) in which diplomatic notes are written by the host government to

   a) the U. S. Government:

   b) other Governments:

6. Language(s) used as the median of instruction in schools (note differences in the various levels of instruction, if appropriate):

7. Principal "foreign" languages in the school curriculum:

8. Language(s) of printed public notices (street or road signs, prohibitions, commercial signs, advertisements, etc.):

9. Language(s) of newspapers and magazines printed locally (give approximate total circulation by language):

10. Language(s) of radio and TV (note, if appropriate which language is predominant):

11. Language(s) of films (including dubbing of sub-titles):

12. Do educated people in the country speak English? What do they normally speak among themselves?

13. Do shopkeepers, tradesmen, and businessmen speak English? What do they normally speak among themselves?

14. What language(s) do the farmers, fishermen and laborers speak among themselves?

15. What is the language used by servants?

16. What local language(s), if any, are necessary in

    a) conducting consular affairs:

    b) discussions with high level government officials or political party leaders:

    c) discussions with lower level government officials or political

    d) discussions with officials of provincial governments:

    e) discussions with professional people:

    f) discussions with labor leaders:

    g) economic and commercial discussions:

    h) carrying out specialized assistance or information projects (specify):

APPENDIX B

Positions Designated as Requiring Highly Specialized Language and Area Skills in Intelligence Research (INR), State Department

Area	Language	Countries for which Specialists are Scarce
Northern Europe	Norwegian	Norway
	Danish	Denmark
	Gaelic	Ireland
Eastern Europe	Albanian	Albania
	Hungarian	Hungary
	Serbo-Croatian	Yugoslavia
	Polish	Poland
	Finnish	Finland
	Bulgarian	Bulgaria
	Rumanian	Rumania
Economics	Russian	USSR
Foreign Relations	Russian	USSR
Soviet Internal Affairs	Russian	USSR
	Estonian	Estonia
	Latvian	Latvia
	Lithuanian	Lithuania
	Kazakh	USSR
	Kirghiz	USSR
	Armenian	USSR
	Georgian	USSR
African	Swahili	Central Africa
	Bantu	South Africa
	Arabic	North Africa
	Amharic	Ethiopia
Greek-Turkish	Turkish	Turkey
Iranian	Persian	Iran
	Greek	Greece
Near Eastern	Arabic	Arab States
	Aramic	North Africa
	Hebrew	Israel
South Asian	Pashtu	Pakistan Afghanistan
	Urdu	Pakistan India, Afghanistan
	Tamil	India, Ceylon
	Singhalese	Ceylon
	Hindustani	India
	Gujarati	India

Appendix B 2/

Area	Language	Countries for which Specialists are Scarce
China	Chinese	China
	Tibetan	China
	Mongolian	China
Northeast Asia	Japanese	Japan
	Korean	Korea
Southern Areas	Burmese	Burma
	Javanese	Indonesia
	Vietnamese	Vietnam
	Cambodian	Cambodia
	Malay	Malaya
	Siamese	Thailand
	Tagalog	Philippines
	Laotian	Laos

Not for Release

APPENDIX C

ENROLLMENT IN SCHOOL OF LANGUAGES
FOREIGN SERVICE INSTITUTE, WASHINGTON, D. C.
15 February 1961

	FULL-TIME			PART-TIME			
	State Dep.	Other Dep.	Total	State Dep.	Other Dep.	Total	Total
Arabic	5	3	8				8
Burmese		8	8		1	1	9
Chinese	4	2	6	1	2	3	9
French	28	26	54	101	35	136	190
German	10	6	16	28	2	30	46
Greek	2		2				2
Hebrew				1		1	1
Hindi							
Urdu	4		4				4
Hungarian		4	4				4
Indonesian	2	11	13				13
Italian		6	6	13	3	16	22
Japanese		9	9	5		5	14
Persian	3	5	8				8
Polish	3	2	5	1		1	6
Portuguese		5	5				5
Russian	5		5	12	9	21	26
Serbo	6	1	7	1	1	2	9
Spanish	29	78	107	44	37	81	188
Thai	1	8	9		2	2	11

Appendix C 2/

	FULL-TIME			PART-TIME			
	State Dep.	Other Dep.	Total	State Dep.	Other Dep.	Total	Total
Turkish	4	9	13				13
Vietnamese	2	11	13				13
Visayan	1		1				1
TOTALS	109	194	303	207	92	299	602

APPENDIX D

DEPARTMENT OF STATE
FOREIGN SERVICE INSTITUTE

FIELD LANGUAGE TRAINING PROGRAMS

Summary report, by language, of enrollments during the quarter ending 9/30/60:

	No. of Students			No. of Students	
Language	Group Instruction	Individual Instruction	Language	Group Instruction	Individual Instruction
Afrikaans	4	3	Korean	47	7
Amharic	35	1	Kurdish	-	1
Amoy	-	3	Laotian	10	2
Arabic	121	40	Malayan	14	8
Bemba	-	1	Mandarin	18	20
Bengali	-	4	Nepoli	6	-
Bulgarian	-	3	Norwegian	20	4
Burmese	5	7	Nyanja	-	1
Cambodian	11	3	Papiamento	-	1
Chinese	16	28	Persian	123	20
Creole	-	2	Polish	-	7
Czech	-	6	Portuguese	127	40
Danish	14	8	Russian	-	4
Dutch	62	4	Serbo-Croatian	37	25
Finnish	10	2	Sinhalese	3	-
French	782	174	Spanish	539	100
German	257	94	Shona[a/]	-	-
Greek	75	13	Sudanese	177	2
Hausa	7	1	Swahili	5	-
Hebrew	11	4	Swedish	16	5
Hindustani	36	14	Tagalog	4	2
Hungarian	-	1	Tamil	5	2
Icelandic	12	1	Thai	37	22
Indonesian	53	7	Turkish	89	6
Italian	189	40	Urdu	31	8
Japanese	59	51	Vietnamese	35	10

Summary:

2942 - Group Instruction Students
812 - Individual Instruction Students

[a/] Correspondence from Salisbury indicates 1 Shona student during 4th quarter FY60. Program interrupted and no training given during 1st quarter FY61.

USIA

FOREIGN LANGUAGE SKILL REQUIREMENTS
UNITED STATES INFORMATION AGENCY

Functions of the Information Agency

The United States Information Agency was established in 1953 to take over the operating responsibility from the State Department of various functions designed to inform foreign peoples about society in the United States, its culture, government, and foreign policy. Its objectives are to support and maintain friends, neutralize enemies, and favorably influence neutrals. The USIA is a child of the Cold War; specifically, of the efforts of the Soviet Union to picture this country as dominated by capitalist warmongers intent on exploiting colonial peoples, colored peoples, and working people everywhere. To combat the massive Soviet propaganda effort, USIA assigns permanent officers to American embassies to serve as "public relations" officers in the broadest sense of that term; establishes libraries; presents motion pictures; distributes complimentary and "low cost" books; publishes magazines; collects information on foreign attitudes about the United States, and conducts a worldwide broadcasting system, the Voice of America.

To name these functions is to make clear that the USIA is, more than any other government agency, involved in an international battle of words and symbols. Communication with foreign peoples in its mission; language is the principal tool of communication. The Agency's needs for persons skilled in foreign languages are as varied as its program. Each of its major activities requires some persons who can carry on their work in foreign languages. Broadcasters, journalists, educators, research personnel, librarians, public relations experts and others are needed who can "speak the language" of target audiences throughout the world.

Language Requirements: Foreign Service Reserve Officer Corps

Certain USIA activities have always had absolute language requirements. Broadcasting to Russians or Chinese or East Germans obviously requires broadcasters who can speak the language of the target audience; books can be translated from English into Japanese only by persons who know both Japanese and English. The relation between foreign language skills and the performance of these missions is clear, simple, and direct. Most of the other activities of the Agency's program, however, are less obviously dependent on the ability of Agency officers to communicate directly with foreign persons. The Agency's requirements for persons skilled in foreign languages have, like those of most other government departments, reflected the changing views of policy makers about the importance of foreign language competence to the fulfillment of its functions.

A large number of USIA professional employees is attached to U. S. diplomatic missions or libraries overseas. These employees, classified Foreign Service Reserve Officers (FSR) and Foreign Service Staff (FSS) Officers, serve as Cultural Affairs Officers, Public Affairs Officers, Press Attaches, Librarians, Motion Picture Officers, etc. It is possible for them, as for other diplomatic officers, to function through interpreters. Until 1956 the USIA took little official cognizance of how its Foreign Service Reserve Officers and Foreign Service Staff Officers surmounted the "language barrier." Thus there were no foreign language requirements for the two largest categories of permanent USIA personnel.

(Translating and broadcasting are normally done by civil servants or persons hired on contract.) While no responsible top echelon officer of the Agency would have doubted the desirability of having USIA representatives abroad speak the language of the host country, it was not regarded as either essential or feasible to establish foreign language requirements.

In 1956, however, an official circular ((Domestic Circular No. 77, Field Circular No. 77 (Administrative) October 26, 1956)) asserted that "The nature of the Agency's Operations requires that special emphasis be placed upon foreign language proficiency of its field personnel," and outlined the projected first steps of a program designed "to raise the level and increase the diversity of language skills among Department personnel." This same circular announced that the Agency would "survey the levels of language proficiency considered necessary for adequate performance in specific overseas positions," and determine the level of language skills which were (a) desirable, and (b) essential, for each position.

The Agency's in-service language training program was stepped up, and a review of personnel policy was undertaken with a view to including incentives for the development of foreign language proficiency. However, as late as December 1958, the Agency had no formal language requirements for its overseas personnel. Further, a responsible official stated at that time:

"... It is possible that by 1965 the Agency will have established mandatory language requirements for overseas positions, but this is mere speculation."

The first formal action setting up foreign language requirements for USIA Foreign Service Officers came in July 1959, when a circular was issued which stated that after July 1962, an S-3 level of proficiency in one of the world languages, or an S-2 proficiency in a "hard" language would be made an absolute condition of promotion (Circular 122 D and 119 F, July 22, 1959). When it became evident that this requirement was inequitable and unworkable, it was modified in favor of a policy which states the objective that all Foreign Service Officers acquire the above level of proficiency in at least one language by 1963 (Circular 133 D and 132 F, October 25, 1960).

At the same time, the guidelines were laid down for developing a policy governing language requirements for officers at all overseas posts. This policy, later spelled out in detail, became effective April 1, 1961. It constitutes current minimum language requirements for USIA Foreign Service Officers, with a few narrowly defined exceptions.[1]

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[1] The exceptions are stated as follows:

"When instances arise in which the assignment needs of the Agency are so acute that exceptions may have to be made to the policy of assuring an officer's capability in the language of the post, Area Personnel Officers will submit requests for approval of such exceptions to the Director of Personnel.

"Area Personnel Officers may make exceptions to the language proficiency requirement in the case of officers transferring from one Romance language area to a different Romance language area when the Area Personnel Officers determine that the officer's proficiency in the first language, his general language aptitude, and the over all similarity of Romance languages give reasonable assurance that he will acquire usable knowledge of the second language by study and usage of the post." (U. S. Information Agency Personnel Division Handbook, Page 411-7. Issuance No. 89 3/22/61).

This policy provides:

1. That all officers serving at any post at which a Romance or German language is the principal language of the country will be required to pass an FSI test with a score of S-2 or better before beginning service, and FSI must further attest that the prospects are good for acquiring an S-3 rating at the post;

2. That all officers serving in a post at which one of the "hard" languages is the primary tongue but at which a Romance or Germanic language is widely used, must achieve a tested proficiency of S-2 or better in either the principal "hard" language or the second language; and

3. That all officers serving at a post where a "hard" language is the principal language and at which no European language is widely used, must, if his duties require frequent contact with host country nationals, be trained in the "hard" language to a verified S-2 level of proficiency, except where English is widely used and understood as a primary or secondary language or as a "lingua franca."

These requirements surpass all previous USIA language requirements in their comprehensiveness, rigor, and precision. They apply to all USIA officers in classes FSR-1 through 8 and FSS-1 through 9. They are also to be applied to Binational Center Grantees, described below. Only the following categories of personnel are exempt from these requirements on grounds that their jobs do not require substantial or frequent contact with host country nationals: Staff Personnel FSS-10 through 13; Resident Staff Personnel, Secretaries, Public Affairs Assistant (Secretary); Media Extension Personnel; and Junior Officer Trainees during their first tour of duty.

Although current requirements for Foreign Service Reserve and Foreign Service Staff Officers do not specifically identify the positions in areas where "hard" languages are spoken for which competence at the S-2 level or better is required, they do identify the countries and posts at which neither English nor any major European language is judged to be a primary or secondary language. The following languages are spoken at these posts, and therefore constitute the "hard" languages in which USIA has current minimum requirements:

COUNTRY	PRIMARY LANGUAGE	SECONDARY LANGUAGE
Denmark	Danish	Swedish-Norwegian
Norway	Norwegian	Danish-Swedish
Sweden	Swedish	Norwegian-Danish
Yugoslavia	Serbo-Croatian	none
U.S.S.R.	Russian	none
Far East		
Burma	Burmese	none
Indonesia	Indonesian	none
Japan	Japanese	none
Korea	Korean	none
Taiwan	Mandarin-Amoy	none
Thailand	Thai	none
Near East and South Asia		
Cyprus	Greek-Turkish	none
Greece	Greek	none
Iran	Persian	none
Iraq	Arabic	none
Jordan	Arabic	none
Lebanon	Arabic	none
Saudi Arabia	Arabic	none
Turkey	Turkish	none
Africa		
Libya	Arabic	none

It must be emphasized that these are minimum requirements which will almost certainly be revised upward when the results become available from the position-by-position survey which USIA is conducting jointly with the Department of State.[2]

As results become available from the survey, they will be applied to assignment and training policies already established (p. 18 below) which make it possible to identify the precise positions in each country which must be filled by officers competent in either the primary or secondary languages. Until this information is available, recent training requirements provide a good indication of outstanding, unfilled needs.

Between November 1959 and November 1960 the indicated number of USIA officers were given full-time intensive instruction in the following languages:

French	22	Finnish	2
Spanish	13	Italian	2
Chinese	10	Persian	2
German	9	Indonesian	2
Arabic	8	Korean	2
Japanese	7	Rumanian	1
Portuguese	6	Bulgarian	1
Russian	6	Czech	1
Serbo-Croatian	4	Greek	1
Thai	4	Polish	1
Hindi	4	Cambodian	1

Comparing the languages of countries in which neither English or a Western language is a "second" language, or a "lingua franca," with the above training requirements, it is immediately obvious that USIA has trained officers in the primary languages of several countries in which English or European languages are widely used. It will doubtless continue to do so.

Requirements Other Than Foreign Service

USIA has four categories of employees:

Foreign Service Reserve Officers (FSR);
Foreign Service Staff Officers (FSS);
Civil Service, and
Contract Employees.

As in the case of the State Department, a large part of the Agency's total foreign language requirement is for Foreign Service Officers with specific language skills. Foreign Service Staff Officers also serve overseas. They often fill clerical or secretarial jobs or are media technicians, whose work rarely involves substantial contact with foreign nationals. There are, however, significant foreign language requirements for some Civil Servants and some employees hired on contract. While the foreign language skills needed by these categories of employees have not been comprehensively surveyed, it is possible to obtain some information about them. These programs are:

1. The Voice of America (VOA);
2. The Binational Centers Programs;
3. The Intelligence Research Branch (IRI); and
4. The USIA representatives to the United Nations.

The Voice of America

The Voice of America requires two types of personnel with foreign language skills: writers and editors, and announcers. The most important characteristic of the foreign language needs of VOA is that all its positions demand perfect, idiomatic, unaccented control of foreign languages. Persons hired as writers and editors for the Voice must be competent and experienced professional writers, preferably with experience in writing for radio. Professional writing skill is the primary qualification for these positions; perfect knowledge of the appropriate foreign language is a tool. Similarly, the Voice needs broadcasters who can work in many languages. Again, knowledge of appropriate language is a secondary skill; experience or training as an announcer is the primary skill. VOA personnel must be able to duplicate the style and accents of natives of the target audiences. Congress anticipated difficulty in recruiting adequate numbers of American citizens to staff the Voice, and provided that where it was not possible to procure citizens with the requisite skills, foreign nationals could be hired. The Voice is staffed by a combination of citizens who have Civil Service status, and aliens hired on contract, often for five year periods. Occasionally the Voice works out exchange agreements with foreign broadcasting systems under which an employee of, for example, India Radio, spends five years working for the Voice, and is assured of his original position at the end of his period with VOA.

Personnel needs of the Voice vary with programming schedules, which in turn vary with shifting target priorities. In some languages, the Voice may broadcast only one hour a day--in other languages, six hours. It will therefore require only the part-time service of a writer and announcer in one language, and the full-time service of several writers and announcers in other languages. It has least difficulty in procuring persons who can plan and produce programs in the Western European languages, and chronic difficulty finding writers and announcers for programs in Hindi, Japanese, Thai, Indonesian, Burmese, Arabic, and Chinese (Mandarin and Cantonese). Personnel officers anticipate problems recruiting personnel who can operate in the principal African languages for which broadcasts are being planned.

In all of these positions the USIA prefers to use citizens, but this has not been possible in the exotic languages. While its current requirements in these exotic languages are filled, personnel officers expect difficulties in replacing staff members who retire, or leave their positions for any other reason.

The Voice also needs writers with a perfect knowledge of Russian and Polish to prepare the magazines published in these languages. Staffs on both these magazines are small, and no difficulties have been encountered in procuring required personnel among naturalized Americans. There are currently no aliens employed on these staffs.

In order to obtain civil servants for the Voice of America the Civil Service Commission has a continuously open examination for foreign language specialists in the options of writers and editors, radio adapters, radio announcers and radio producers. As noted, individuals must have a given amount of general and specialized experience in the writing and radio fields. These positions range from GS-5 through GS-13 and the languages presently required are listed below. The group designates provide for less general and specialized experience in the group two languages and still less in the group three languages:

Group I Languages

1. French (France)
2. German (Austria)
3. German (Germany)
4. Italian
5. Spanish (Latin America)
6. Spanish (Spain)

Group II Languages

7. Albanian
8. Bulgarian
9. Czech
10. Estonian
11. Greek
12. Hungarian
13. Latvian
14. Lithuanian
15. Polish
16. Portuguese (Brazil)
17. Rumanian
18. Russian
19. Serbo-Croatian
20. Slovak
21. Slovene
22. Turkish
23. Ukrainian

Group III Languages

24. Amharic
25. Amoy
26. Arabic
27. Armenian
28. East Bengali
29. West Bengali
30. Burmese
31. Cantonese
32. Georgian
34. Hausa
35. Hindi
36. Indonesian
37. Japanese
39. Korean
41. Mandarin
43. Persian
45. Swahili
46. Tamil
49. Urdu
51. Vietnamese
52. Cambodian
53. Lao

The announcement requires that applicants must be citizens and must have had professional foreign language experience (in writing, editing, radio, or news and feature writing) in one or more of the languages listed. Since this announcement was first published, in February 1959, the Group III list has been modified by the addition of Lao and Cambodian, and by the deletion of a number of exceedingly rare languages such as Nepalese, Pashtu, Kabul Persian, Gujarati, Uzbek, etc., either because of program changes or because recruitment of United States citizens with the necessary qualifications has been found impossible and contract employees are being used.

Binational Centers

The 97 Binational Centers in Latin America, Europe, the Near East and the Far East are non-profit, educational and cultural organizations, each of which has its own charter, elects its own officers, and plans its own programs.

The typical Binational Center is a private, non-profit, educational organization incorporated under the laws of the host government and dedicated to cultural interchange and the fostering of understanding with the United States. It is nonpolitical and nonsectarian. These autonomous centers are normally formed by the cooperative efforts of host country nationals and resident Americans. Their principal activities comprise English language classes; cultural exhibits, lectures, movies, concerts and receptions; and the maintenance of collections of American books in English and appropriate foreign languages. In some instances the centers organize special training courses for foreign teachers of English, handle important aspects of exchange-of-persons programs, and serve as a meeting place for organizations of students and scholars who have studied in the United States.

The centers are principally financed by membership dues and the fees paid for English language courses. Additional support is provided by USIA. (Between 1940, when the United States government took official cognizance of the Binational Centers which had developed spontaneously in seven Latin American countries, and 1953, when USIA was established, support for the centers was supplied through the Department of State.)

The Agency's assistance consists largely of supplying American administrators, directors of courses, and some teachers of English who are equipped to give professional character to the language instruction. Americans assigned to the centers are not regular employees of the United States government, but are awarded two-year grants similar to those given to exchange professors. The size of the stipends, including travel, per diem, and post allowances, ranges from $6000 to $15,000. Most persons engaged as teachers of English as a second language are American residents of the host country; the principal function of the professional language teachers sent out on grants by USIA is to teach the resident American teachers how to teach English.

Wherever possible, USIA attempts to award grants to persons with a high level of competence in the language of the area to which he is assigned. For the large number of centers in Latin America and Western Europe, there has been no difficulty in providing American administrators and course directors with a professional level of competence in the relevant languages (Spanish and Portuguese). More problems have been encountered in finding persons to staff the centers in the Far East and Near East. Until now there has been no formal requirement that grantees speak the language of the country to which they were assigned, though applicants who knew the appropriate language were preferred over those without it. French is accepted in lieu of the language of the host country for most countries of the Near and Far East. In a few rare instances, grantees have been given in-service language training. There will doubtless be more instances of in-service language training, since the new language requirements for Foreign Service Officers serving overseas have been applied to personnel of the Binational Centers.

Representatives to the United Nations

USIA assigns two journalists to permanent duty at the United Nations. The function of these journalists is to maintain contact and work with foreign press, radio, and TV representatives. While it is not formally required that these UN officers speak any foreign languages, it is highly desirable that they do so. French, Spanish, and Arabic are the languages considered most useful for these positions, and whenever possible the Agency fills these jobs with journalists who are fluent in one or more of these languages.

Summary Comments on the Foreign Language Requirements of the USIA

Numerically speaking, the chief requirements for foreign language skills in the Agency are (1) for Foreign Service Officers who are able to use the various languages required at those foreign posts where the Agency maintains representatives or carries on programs, or (2) for radio writers, editors and announcers with idiomatic, unaccented command of the languages in which the Voice of America has programs. All the Agency's needs are for persons with foreign language competence in addition to other professional expertise. There are no positions for linguists, per se, since the Agency's needs for translators and interpreters are filled by persons (largely foreign nationals) hired on contract at overseas posts. There is a small number of positions in the Intelligence Research Staff which calls for persons with intensive language and area training in addition to research training and experience.

Since the persons staffing the Binational Centers are generally recruited for two-year tours (which may be extended to four years), the centers cannot be properly conceived of as offering permanent career opportunities. Persons awarded grants for administering programs at the centers are normally university or secondary school teachers with advanced degrees and teaching or administrative experience, who also know at least one foreign language and have an interest in spending some time in another country.

The requirements for the Agency's Foreign Service Officers Corps are somewhat different, but no less rigorous than those for the Department of State. These requirements are described below. It must be emphasized here, however, that the foreign language requirements for USIA Foreign Service Officers can be met only by persons who have all the other requirements for membership in the Foreign Service. No amount of foreign language expertise alone is sufficient.

In brief, this survey was able to locate no position in USIA for which foreign language skill was a primary or sufficient requirement. Throughout this agency, as in most other government departments, foreign language competence is a necessary tool, subsidiary to other primary professional skills.

Policies, Procedures, and Plans

Since 1956, when it was determined that foreign language skills were particularly important to the success of the Agency's mission, a number of personnel policies has been developed for the purpose of enabling, encouraging, and persuading the permanent Foreign Service Officers to acquire and maintain foreign language skills. These policies are as follows:

Recruitment

USIA prefers to recruit officers for overseas duty at the level of FSO-8. As in the case of the State Department, this is the lowest beginning grade. In the current year it has recruited approximately 50 FSO-8's, and about 40 at higher grades. FSO-8's are chosen on the basis of several factors:

1. Successful performance on the written Foreign Service Officer examination.
2. Successful performance on a written examination on American civilization.

3. Successful performance on an examination on communications media.
4. Successfully passing an oral examination.
5. Successful performance on a series of psychological and sociological tests and interviews conducted for the purpose of estimating adaptability to living overseas; and
6. Knowledge of a foreign language.

Most of the persons recruited as FSO-8's have backgrounds in journalism, liberal arts, or teaching (especially of American civilization). About 10 percent of those recruited in the past two years have been lawyers. The average age of incoming FSO-8's is 27 years and 2 months.

Fluency in a foreign language is a definite plus mark for any candidate. Fluency in an esoteric language is a very strong plus factor. However, it remains only one factor by which candidates are judged. Most of the FSO-8's have an S-2 knowledge of one of the European languages, and an R-3, or R-4 knowledge of the written language.

USIA has had disappointing experience with candidates graduated from language and area programs because they often fail to pass the American civilization examination.

Because the program is expanding, and its permanent Foreign Service Officer Corps is of recent origin, the Agency still finds it necessary to recruit a good many officers above the entering grade, FSO-8. Most of those recruited at a higher level come in as FSO-4, and occasionally at the level of FSO-3. These are older people with substantial experience in journalism, press, radio, or education. Most of those so recruited at this level have at least an S-2 knowledge of some language, though such language skill is not an absolute prerequisite for appointment.

USIA has not made knowledge of a foreign language an absolute requirement for officers entering at any level, nor has it announced the intention of doing so (as has the Department of State). It is, however, quite successful in attracting candidates who possess foreign language skills in addition to the firm entrance requirements.

Training

Like most other government agencies, USIA relies on in-service training to meet most of its foreign language requirements, particularly those for persons with a knowledge of the exotic languages. It is therefore not surprising to find that USIA training requirements have increased as dramatically as have estimates about the importance of foreign language to the Agency. At the beginning of 1956 USIA had two persons in intensive language courses (one in Chinese, and one in Japanese). Then, as now, the USIA relied on the Foreign Service Institute in the Department of State for its training services. It also uses the overseas facilities of FSI. In 1957 the Agency gave selected Foreign Service Officers 25 man-years of intensive language training. Next year (1962) the intensive language training program will comprise 50 man-years. A more concrete indication of the size and direction of the growth of the Agency's intensive language training program may be had by comparing the number of persons given intensive language instruction in 1957 with those of 1960:

LANGUAGE	NUMBER TRAINED	
	1957	1960
Arabic	1	8
Bulgarian	0	1
Cambodian	0	1
Chinese	1	10
Czech	0	1
Finnish	0	2
French	9	22
German	4	9
Greek	0	1
Hindi	0	4
Hungarian	1	0
Indonesian	3	2
Italian	1	3
Japanese	1	7
Korean	0	2
Persian	0	2
Polish	1	1
Portuguese	0	6
Rumanian	1	1
Russian	1	6
Serbo-Croatian	1	4
Spanish	3	13
Thai	1	4
TOTAL	29	110

It will be noted that French and Spanish still constitute the Agency's largest training requirements, with Chinese, German, and Arabic not far behind. It should also be noted that intensive instruction was given USIA officers in eight more languages in 1960 than in 1957—Bulgarian, Cambodian, Czech, Finnish, Greek, Hindi, Korean, and Persian.

Assignment

In recent years assignment to intensive language training has been made (1) on the basis of a recommendation of the personnel department, which might decide that the long range career plan of a Foreign Service

Officer assigned to a particular country made it desirable for him to acquire competence in the language of the post of his next assignment, or (2) a request of the employee, who was slated for assignment to the area whose language he desired to learn, or (3) the determination of the language training area that a given officer should be fluent in the relevant language before he entered into duty at a given post. This policy has been altered somewhat by the new policy which went into effect April 1, 1961.

The new policy, discussed above, provides grounds for determining objectively the minimum level of foreign language proficiency required of Foreign Service Officers at each post and prescribes the circumstances under which officers shall be assigned to intensive language instruction:

> After comparing the FSI tested capability of the employee being considered for assignment to the post with the language requirement for the post, the Area Personnel Officer determines whether the employee may proceed without further training or must receive language training before he may proceed. ((Foreign Service Language Proficiency and Training Requirements, U. S. Information Agency Personnel Handbook, Issuance No. 89 (3/22/61.))

Personnel officers are given detailed instruction about the basis on which these determinations shall be made (Exhibit 1).

These requirements surpass all previous USIA language requirements in their comprehensiveness, rigor, and precision. They obviously entail an expanded training program. They apply to USIA officers in

Classes FSR-1 through 8 (except for Junior Officer Trainees during their first tour of duty), and FSS-1 through 9. The requirements are also to be applied to Binational Center grantees. They are not intended to apply to the following categories of personnel, on grounds that their jobs do not require substantial or frequent contact with host country nationals: Staff Personnel FSS-10 through 13; Resident Staff Personnel, Secretaries, Public Affairs Assistant (Secretary); Media Extension Personnel, and Junior Officer Trainees during their first tour of duty.

When the Agency revoked the requirement that a specified level of language proficiency be made an absolute condition of promotion in the Agency's Foreign Service after July 1, 1962, it established policies designed to enable all USIA officers to acquire useful proficiency in at least one foreign language as soon as possible. The specific objective of the new policy was to enable Agency officers to acquire a proficiency level of at least S-3 in one of the Western European languages, or S-2 in one of the "hard" languages of Eastern Europe, the Far East, Near East, South Asia, or Africa by 1963. Under this policy officers who do not possess or acquire foreign language proficiency under the operation of the above training requirements governing post assignments are given the opportunity to adjust home leave plans to FSI language training schedules in order to spend his home leave for intensive language instruction in some language judged to be useful in the light of his known or probable next post of assignment. In addition, officers without foreign language proficiency are encouraged to take advantage of post training facilities, and of before-and-after hours language courses in Washington. In all cases where USIA releases the employee from duty in order to pursue languages courses, or pays the costs of part-time language instruction, the employee must secure Agency approval for the language which he intends to study.

Promotion

The policy making an S-3 level of proficiency in one of the Western European languages, or an S-2 proficiency in a "hard" language, an absolute prerequisite for promotion was abandoned when responsible officers realized that some Foreign Service Officers, whose work was good in all other respects, might be unfairly penalized by having been given no opportunity to acquire foreign language proficiency of the requisite level within the allotted time. The Agency's current policy takes further cognizance of its responsibility in aiding officers' efforts to acquire useful foreign language skills by expanding its training program in the ways described in the preceeding section. Under the new policy language proficiency is not a prerequisite for promotion. However, all promotion panels meeting after October 1962 are requested to determine, in the case of each Foreign Service Officer eligible for promotion, 1) whether he possesses an FSI certified S-3 proficiency in a world language, or S-2 proficiency in a "hard" language, or 2) whether there is "documentary evidence of sincere current effort to acquire such proficiency." (Circular No. 133 D and 132 F. October 25, 1960.)

Panels are instructed to give officers who have met the language requirements higher ratings than those who have not, assuming that their records are otherwise equal; and to give "bonus" points toward promotion to officers who have acquired proficiency in more than one language, or particular skill in a "hard" language.

Other Incentives

USIA plans to adopt a program providing financial incentives to Foreign Service Officers who acquire and maintain proficiency in "hard" languages of particular use to the Agency. The details of this program have not been worked out.

EXHIBIT I

DEFINITIONS OF ASSIGNMENT CODES

Assignment Code	Language Requirement	Training Requirement
1	Posts in countries in which one of the world languages (French, Spanish, Italian, Portuguese or German) is the primary or co-equal language.	Officers must have an S-2 FSI tested capability in the appropriate world language, or be assigned to an FSI course of instruction. At the completion of the course, proficiency must reach at least S-2 level, and FSI must attest that with the opportunity for practice available at the post the prospects of attaining an S-3 or better rating are good.
2	Posts in countries in which a European language (other than one of the world languages) or a "hard" language is the primary language, but in which one of the world languages (French, Spanish, Italian, Portuguese, or German) is widely understood and used as a secondary language.	a. Officers who have at least an S-2 FSI verified proficiency in the primary language may proceed without prior language training. b. Officers who do not have S-2 in the primary language must have an S-2 FSI tested capability in the appropriate world language which is the secondary language or be assigned to an FSI course of instruction in either the primary or the secondary language. At the completion of the course, proficiency in the primary or secondary language must reach at least S-2 level. If study has been in the secondary language, FSI must attest that with the opportunity for practice available at the post the prospects of attaining an S-3 or better in the secondary language are good.

Exhibit I 2/

Assignment Code	Language Requirement	Training Requirement
3	Posts in countries in which the primary language or languages are native dialects which are impractical for an officer to learn but in which one of the world languages (French, Spanish, Italian, Portuguese, or German) is used extensively as a "lingua franca" in mass media and among educated classes.	Officers must have an S-2 FSI tested capability in the appropriate world language which is the lingua franca or be assigned to an FSI course of instruction. At the completion of the course, proficiency must reach at least S-2 level, and FSI must attest that with the opportunity for practice available at the post the prospects of attaining an S-3 or better rating are good.
4	Posts in countries in which a European language (other than one of the world languages) or a "hard" language is the primary language but in which none of the world languages (French, Spanish, Italian, Portuguese, or German) or English is widely understood and used as a secondary language that is useful for our purposes.	a. If duties require little USIS Program-type contact with the host country nationals, officers may proceed to the post without language training. b. If duties require frequent USIS contact with the host country nationals, officers with an FSI verified proficiency of at least S-2 in the primary language may proceed to the post without further training. c. If duties require frequent USIS contact with the host country nationals, officers who do not have an FSI verified proficiency of at least S-2 in the primary language must undergo basic instruction in such language sufficient to give an S-2 level of proficiency before proceeding to the post.

Exhibit I 3/

Assignment Code	Language Requirement	Training Requirement
5	Posts in countries in which English is the primary or co-equal language.	Officers may proceed without prior language training.
6	Posts in countries in which English is widely used and understood as a secondary language.	Officers may proceed without prior language training.
7	Posts in countries which are multilingual, and in which English is used extensively as a "lingua franca" in mass media and among educated classes.	Officers may proceed without prior language training.

I
C
A

FOREIGN LANGUAGE REQUIREMENTS
INTERNATIONAL COOPERATION ADMINISTRATION

Functions of the International Cooperation Administration

The principal fields in which the International Cooperation Administration offers technical assistance to other nations are agriculture, public health, education, industry, transportation, public administration, and housing. Highly trained American specialists in these fields are assigned to the many ICA missions in underdeveloped areas for the purpose of assisting host populations on substantive aspects of specific projects desired by the host government, and for communicating their technical skills to local workers. ICA's principal functions must be carried on in the various countries to which technical assistance is made available, and can only be accomplished through direct contact with indigenous populations. Unlike diplomatic officers, whose work is typically restricted to major cities, ICA's technicians must often operate in the boondocks, outside the cosmopolitan milieu that often characterizes the capital cities of even the most underdeveloped nations.

Approximately four-fifths of all ICA personnel are stationed overseas. The one-fifth assigned to Washington is comprised of the top policy staff and administrative officers, and a relatively small number of economists and other specialists doing the background work necessary to planning and carrying out technical assistance programs.

To carry out its mission, ICA requires a large number of technical specialists in engineering, agriculture, education, public health, transportation, industry, and other fields, and a smaller number of economists and administrators.

Foreign Language Requirements

Like most other government agencies, ICA has no need for American employees whose principal qualification is knowledge of a foreign language. Interpreters can be readily hired at overseas missions, where labor is cheap and plentiful, and where it is almost always possible to find and hire local nationals who know English. ICA needs Americans who can speak foreign languages only for those situations in which it is judged necessary or desirable for ICA officers to speak directly with the people to whom they are offering technical assistance. The size, character, and extent of ICA's foreign language requirements depend on who the Agency decides it can afford to train to speak foreign languages, or conversely, who it decides it can afford not to train to speak the language of the peoples to whom technical assistance is being offered. Officials of ICA have already twice changed their minds about the answers to these questions.

Before 1958, ICA took little official cognizance of the language barrier. However, in that year ICA officials planned and launched, with Congressional approval, a very ambitious language-training program. Personnel and management officers devised estimates of ICA requirements, postulated on the judgment that direct communication with the recipients of technical assistance was very important to virtually all phases of the program. At the time of the 1958 survey of foreign language requirements of the federal government, ICA planned to train a larger percentage of its personnel to speak the indigenous language of the country in which they were stationed than did any other government agency. The following table reflects the judgment of that time of (1) the number of continuing positions on the ICA Staffing Pattern for which knowledge of a foreign language was considered either "essential," "very desirable," or "useful," as reported in the "ICA Survey of Language Proficiency and Requirements," dated February 15, 1958, and (2) the total number of continuing positions in each language area on the ICA Staffing Pattern in February 1958.

Language	Number of continuing positions in different language areas	Total Number of positions for which knowledge of language is "essential," "very desirable," or "useful"
Spanish	814	814
French	587	573
Arabic	341	317
Indonesian	113	111
Turkish	127	127
Hindi (and other dialects)	149	42
Farsi	352	338
Urdu	187	153
Bengali		
Korean	342	283
Chinese	95	69
Thai	139	100
Nepali	56	56
Italian	21	12
Amharic	130	86
Serbo-Croatian	30	21
Portuguese	132	132

To be sure, these figures are only indicative. They indicate neither the proficiency needed nor the relative urgency of the language requirement. Still they did represent a resounding endorsement by ICA of the view that the ability of its officers to communicate directly with indigenous peoples was of very great importance to the success of ICA's tasks.

ICA's training requirements for full-time intensive language training, and part-time post instruction, are further indications of the serious drive which was launched by that agency to equip its agents with some command of local languages. In fiscal 1959, ICA had a total of 47 people in intensive training in four non-European languages: Arabic (27), Indonesian (11), Turkish (1), and Farsi (8)--Afghan and Iranian-Persian--in addition to 150 receiving intensive instruction in Spanish, 138 in French, 4 in Italian, and 1 in Portuguese. There were substantial numbers of ICA personnel enrolled in post courses in all the languages in which the Agency had listed requirements in 1958.

By 1960, the official estimates of ICA's language needs had been substantially revised, and the Agency had issued new official estimates of language requirements, based on a survey entitled "Reappraisal of Mission Position Language Requirements" (ICATO-CIRC-XA-261 and 262, Sept. 30, 1959). These estimates, which have been periodically supplemented and revised as new missions were opened or existing ones phased out, constitute the official current foreign language requirements of the Agency.

The 1960 requirements and their supplements were developed by circularizing each mission, requesting that each officer at the mission make a judgment about what level of proficiency in the relevant primary or secondary language of the country was "essential" to carrying out the duties of the position. The incumbent's judgment is reviewed at the mission and by the Regional Officer. There is no substantive review of foreign language requirements by the Management Planning Section in Washington. Only the missions and Regional Officers are concerned with the substantive question of foreign language requirements for particular positions. As we shall see, this highly decentralized method of determining language requirements results in great discrepancies among countries and regions. Following are lists of the number of positions in each country which require proficiency of S-2 or better in some foreign language. All such positions are considered "language essential":

Far East and Southeast Asia

Burma	none
Cambodia	124 French—20 Cambodian
China	none
Indonesia	15 Indonesian
Japan	none
Korea	none
Laos	57 French—38 Laotian
Philippines	none
Thailand	none
Viet-Nam	116 French—1 Vietnamese

Near East-South Asia

Afghanistan	22 Farsi
Ceylon	none
Greece	2 French or Greek
India	none
Iran	none
Iraq	none
Israel	none
Jordan	none
Lebanon	4 French—4 Arabic
Nepal	none

Near East-South Asia (cont'd)

Pakistan	none
Sudan	none
Turkish	none
UAR	3 Arabic
Yemen	46 Arabic

South America

Argentina	25 Spanish
Bolivia	85 Spanish
Brazil	All positions classified Portuguese S-2
British Guiana	none
British Honduras	none
Chile	70 Spanish
Colombia	83 Spanish
Costa Rica	19 Spanish
Cuba	4 Spanish
Dominican Republic	10 Spanish
Ecuador	87 Spanish
El Salvador	53 Spanish
Guatemala	66 Spanish
Haiti	42 French
Honduras	72 Spanish
Jamaica	none
Mexico	19 Spanish
Nicaragua	46 Spanish
Panama	59 Spanish

South America (cont'd)

Paraguay	59 Spanish
Peru	84 Spanish
Surinam	none
Uruguay	none
Venezuela	3 Spanish
West Indies	none
Coordinator, Latin America	3 Spanish

Africa-Europe

Kenya	none
Uganda	none
Sierra Leone	none
Guinea	all positions S-2 French
Togoland	" " " "
Dahomey	" " " "
Cameroons	" " " "
Central Africa Republic	3 French
Chad, Republic of	3 French
Congo, Republic of	12 French
Gabon	3 French
Mali, Republic of	12 French
Togo	7 French
Upper Volta	3 French
Austria	none
Ethiopia	1 Italian (R-2)—2 Amharic

Africa-Europe (cont'd)

Germany	3 German
U.S.Mission to NATO/France	12 French
Area Controller	1 French
Ghana	none
Italy	1 Italian
Liberia	none
Libya	11 Arabic
Morocco	46 French
Nigeria	none
Rhodesia	none
Nyasaland	none
Somalia	63 Italian--15 Somali/Arabic
Spain	23 Spanish
FAA positions	7 Spanish
Tunisia	79 Spanish or Arabic
Ivory Coast	S-2 French for all positions
Malagasy Republic	
Mauretania	
Senegal	
French Sudan	

These position by position language requirements illustrate the consequences of ICA's policy of leaving all substantive decisions about language requirements to mission personnel and Regional Directors, and the influence of the training divisions decision to concentrate on equipping ICA personnel with the Western European languages, especially French and Spanish. The most casual perusal of the requirements listed above indicate that the simultaneous operation of these policies has resulted in striking discrepancies in judgment from post to post about the importance of direct communication of ICA personnel with the host country nationals. In most countries where French or Spanish are either the primary or secondary language, virtually every position at the mission is judged "language essential," while at most, but not all posts where one of the "hard" languages is spoken, virtually or literally no positions are judged to be "language essential." There are also important, if less frequent, discrepancies among missions at which a "hard" language is the only widely used language. ICA requirements in Yemen, for example, list 46 positions which require a proficiency of S-2 or better in Arabic. There are no language essential positions which require a proficiency of S-2 or better in Arabic, in Iraq or Jordan; and only three in the United Arabic Republic. In Afghanistan there are 22 positions calling for a proficiency of S-2 or better in Farsi. There are none in Iran, which also has a very large ICA mission.

Training requirement further illuminate official views about the most pressing language needs. In the first half of fiscal 1961, all ICA personnel given intensive panguage instruction in Washington were assigned to instruction in one of the major European languages (15 in French, 27 in Spanish, and 1 in Portuguese.)

The absence of "hard" languages from current training requirements is explained by responsible officers as a result of the decision of ICA to abandon the effort to train people in "hard" or "one country" languages, and to concentrate entirely on training in the "world languages," which have "carry over" value from one mission to the next. At the present time

31 percent of all ICA positions overseas are classified as "language essential." Of these 30 percent require French, Spanish or Italian, and one percent require "hard" languages.

ICA also has many positions at all missions which have a formal requirement for an S-1 level of proficiency. This proficiency level corresponds with the "courtesy" level requirement for State Department and U.S.I.A. personnel. Proficiency at this level is often required of many, and in some cases all personnel at missions where a "hard" language is the only language in common use. Post training of one hour per day or less is relied upon to meet this requirement.

ICA officials frankly affirm that the Agency's formal language requirements by no means reflect policy makers views of what is desirable. Both in Washington and in the field, the view is widespread that it would be highly desirable for all technicians to have a workable knowledge of the language of the country in which they are operating. Technicians constitute approximately four-fifths of every mission. It is the technicians who are in daily contact with foreign peoples, assisting them on specific projects, and communicating technical expertise which indigenous persons will apply on other projects. Their contact with indigenous personnel is therefore normally greater than that of administrative (or, they are called in ICA "directive") personnel.

ICA officials further assert that if there were available more persons with the requisite technical skills who could also speak foreign languages, then the minimum language requirements of the Agency would be substantially higher. They assert that once a position has been filled by a person fluent in the indigenous language, there is a marked tendency on the part of mission officers to feel that the position absolutely requires proficiency in the relevant language.

Given the shortage of technical personnel with language skills, the limited training budgets, the urgency of program needs, and the short supply of many categories of technicians, ICA officials assert that it is inefficient to train personnel in the "hard" languages, which often require a year or eighteen months instruction, and which may be utilized by the employee for one four-year tour, or six years at the most.

Efficient personnel utilization is therefore the grounds for the current policy to limit intensive training to the world languages.

Contracts

Language requirements for work done on contract for ICA are normally established by the contractor. Part-time post language courses have been made available to persons working on ICA contracts.

Policies, Procedures and Plans

Providing technical assistance to other countries creates unusual and difficult personnel problems, which of course affect ICA's policies concerning foreign language skills. Several outstanding characteristics of ICA's personnel requirements should be at least mentioned here to provide some perspective for a discussion of personnel policies which relate foreign language skills to the Agency's training, recruitment, promotion and assignment policies. First, ICA itself has no permanent statutory authority. The life of the Agency is dependent on the passage of foreign aid bills providing for granting technical assistance to other nations. The complete dependency of the Agency on short range legislation has inevitably hampered the development of a career service and of long range career development plans, and inhibits the development of long range planning in all other fields, including language training. Second, most of the personnel required in ICA's operations are highly specialized technicians in diverse fields. Technicians in many of the fields in which ICA operates programs are in short supply in this country. Salary scales and living conditions in underdeveloped areas (where most ICA missions are located) leave the Agency in a relatively weak position with respect to American industry and business with whom it must compete for the services of many of its technicians. While the Department of State offers virtually the only employment possibility to a person interested in a diplomatic career, ICA is one of many employment opportunities open to an engineer, even to an engineer who wishes to work overseas. Third, ICA's mission is "self-liquidating" in the sense that its programs not only have definite, finite goals, but that its officers train their own replacements among host country nationals. It cannot therefore look forward to continuing operations for an indefinite future in any given country, as can the State Department, U.S.I.A., Agriculture, and most other departments with continuing programs overseas. This factor too complicates and makes more difficult long range planning for an accumulation of foreign language skills. The number of personnel stationed in countries which speak Arabic today may be drastically diminished in the next five years. Fourth, ICA's personnel requirements are more shifting than that of the typical government agency, because some country may have urgent need for the use of a specialist, for example, a plant pathologist, for whom the agency may have no future need. For this reason, ICA must employ more persons on a limited, relatively short term basis than government agencies normally do.

Because of the diversity and specialization of ICA's personnel needs, it appears desirable to describe recruitment policies and problems as they relate to foreign language problems before turning to the Agency's language training and incentive programs.

Recruitment

ICA missions consist of two categories of personnel: administrative or directive personnel which comprise approximately one-fifth of the staff of any mission, and technical specialists who comprise four-fifths of the staff of a mission. The administrative staff normally consists of a Director, a Deputy Director, a Comptroller, an End Use Officer (auditor), a Budget Officer, a General Services Officer, and at the larger missions, a Personnel Officer and a Records Supervisor. The technical staff normally includes specialists in the fields of agriculture (about one-fifth of all technical personnel are specialists in some phase of agriculture), public health, education, industry, transportation, public administration, housing and community development. The specific technicians required at any mission are, of course, determined by the technical assistance projects under way in the host country.

All employees are recruited to fill specific posts at specific missions. An effort is made to have on hand a file of qualified applicants in various technical fields who can be called upon to fill specific positions when the need develops.

Most of the technical personnel serve as advisors to host government officials, and for this reason, must be men of maturity and substantial experience who can command the respect and attention of high level host government officers. ICA finds little acceptance by foreign governments of very young, inexperienced representatives, and therefore recruits few recent college or graduate school graduates. Most recruiting is done at grades FSR-4, 5, and 6; technical personnel are very rarely recruited below the level of FSR-6. Almost all specialists hired by ICA have five to ten years professional experience in addition to their academic training. The preferred age range is 35 to 50. A very small number of directive personnel, preferably with backgrounds in economics, are recruited directly out of graduate school to serve as program assistants and junior officers at large missions. However, the number of such persons is trivial.

All ICA personnel are initially hired for 30 months (24 months overseas, plus time for travel, orientation, and, perhaps, foreign language training). These 30-month appointments are termed "provisionary appointments," and persons holding them are classified Foreign Service Reserve Officers Limited. In some cases, officers holding such appointments will be reclassified as Foreign Service Reserve Officers at the end of the original 30-month contract. Persons in this category are guaranteed employment as long as the Agency exists. There are several reasons that officers are maintained as Foreign Service Officers Limited, after the expiration of their first term: 1) their professional expertise may be in a field for which there is very limited demand; 2) they may not have adjusted well to overseas life; 3) they may be incompetent. Further, there is a growing feeling with ICA that the Agency is rapidly reaching the maximum desirable number of "permanent" employees.

There are no positions in ICA which require foreign language competence as a prerequisite for employment. Agency officials assert that such a prerequisite would be totally unrealistic since technical specialists with useful knowledge of foreign languages are in exceedingly short supply. It is therefore necessary for ICA to recruit technical specialists and rely on in-service training to provide required foreign language skills.

ICA has no need for linguists or language and area specialists per se, nor does it anticipate any such need. It does however have a continuing need for economists (who are preferred for administrative positions), and would be exceedingly happy to be able to hire economists with language and area skills.

Training

As indicated above, ICA must rely chiefly on in-service training to equip its officers with foreign language skills. To provide this in-service training, it assigns personnel to intensive courses at the Foreign Service Institute in Washington, or at post language schools administered by FSI which offer intensive language instruction, or to the part-time courses offered at all overseas missions.

Wherever time and budget permit, ICA representatives assigned to "language essential" positions[1] who do not already have the required language, are assigned to intensive language instruction, either in

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[1] Language essential positions require that an employee attain a level of proficiency rated as S-2 or better.

Washington or at the post. ICA defines intensive instruction to mean two to four hours of classroom instruction daily. Intensive instruction so defined permits an employee to carry on some of the duties of his new assignment at the same time that he receives post training. It is, however, expected that where an employee reports for duty before achieving the required S-2 level of proficiency, he will continue "intensive" post instruction until he has achieved this proficiency. Most ICA personnel given intensive in-service language instruction are between grades FSR-5 and FSR-3. However, some secretaries are given in-service training, so are some mission chiefs.

Although a very few persons were given language instruction in fiscal years 1957 and 1958, in-service language training became highly significant in fiscal 1959, when, as noted, the Agency assigned to intensive language instruction in Washington 150 officers in Spanish, 138 officers in French, 27 in Arabic, 11 in Indonesian, 1 in Turkish, 8 in Farsi, 4 in Italian, and 1 in Portuguese. In fiscal 1960, ICA assigned 118 persons to intensive language instruction in Washington: 35 in French, 58 in Spanish, 1 in Arabic, and 24 in other "hard" languages. In the first half of fiscal 1961, ICA has assigned to intensive training in Washington 15 persons in French, 27 in Spanish, and 1 in Portuguese.

At the request of ICA the Foreign Service Institute developed a special short course of eight weeks duration in French and Spanish. However, experience demonstrated that these courses did not provide ICA personnel with the desired level of proficiency, and they have been discontinued. ICA personnel are once again attending the regular sixteen-week and eighteen-week courses in French and Spanish at FSI, these being the shortest intensive courses normally offered.

The importance of intensive post instruction in ICA's overall program of in-service training will be seen from the relatively large numbers of persons who received such training at posts other than in Washington in the past two years. In fiscal 1960, a total of 221 persons received intensive training in post schools, and 61 persons were enrolled in intensive courses overseas in the first half of fiscal 1961. At the present time, intensive training is offered at missions in the following countries: Brazil, Bolivia, Korea, Turkey, and Somalia.

As noted in the discussion of ICA requirements, a very large number of ICA positions, particularly at missions in "hard" language areas, call for a proficiency of S-1. The proficiency is normally attained through part-time post instruction in courses designed especially as "language familiarization" courses. ICA officials estimate that, at any one time, approximately 1250 ICA personnel and dependents enrolled in these language familiarization courses throughout the world. ICA personnel in Washington may attend early morning courses at FSI. Any ICA officer who desires may attend part-time courses at overseas post or in Washington.

Although ICA uses the scale of language proficiency developed by the Foreign Service Institute for describing the requirements and proficiency levels, it should be noted that while intensive instruction is designed to bring employees to the S-2 level of proficiency, the achievement of this level of proficiency is not a prerequisite for reporting to duty at a post, nor for entering on duty, nor for discontinuing intensive instruction.

Beginning in fiscal 1959, ICA's annual budget for language training has been between $700,000 and $800,000, approximately half of which is spent on "complement costs," which are chiefly the salary of employees assigned to language instruction. A breakdown of the expenditures for language training in fiscal 1960 provides an example of the way ICA training appropriations are normally expended. Of $715,000 spent in that year on language training, $337,200 represented "complement costs," $98,000 was paid to FSI Washington for intensive language training there; $7,000 to FSI Washington for early morning courses in Washington; $35,000 to commercial language schools; and $224,000 to FSI for language instruction at overseas posts. An additional $15,000 to $16,000 was spent for administrative costs. The estimated budgets for fiscal 1961 and 1962 are $760,000.

Assignment

ICA employees are normally assigned to an overseas post for two-year terms with the expectation that they will return to the same post for an additional two-year tour. Occasionally an employee may serve six years at a mission, though this is rare. No officer is normally returned to a mission at which he has previously served a four or six year term. Like the State Department and USIA, officials fear the development of a close identification of its employees with any particular country.

Since all intensive language training is strictly job-related, employees completing intensive language training in Washington report immediately for service at missions in the country where the language is used., The factors which have traditionally made State Department Foreign Service Officers apprehensive about developing highly specialized language and area skills are not important in ICA career calculations. Most of ICA's missions are so-called "hardship" posts; there is therefore little grounds for an employee to anticipate that knowledge of exotic languages will increase the likelihood of his being assigned to hardship posts. He is almost certain to be assigned to such posts in any case.

Language skills do play a factor in assignment in that wherever possible a new mission will be staffed by officers who already have useful knowledge of the relevant language.

Promotion

In 1958 ICA adopted a policy requiring promotion panels to consider progress in acquiring foreign language skills as a factor affecting the employee fitness for promotion. At the same time it was stated that efforts by the employee's wife to acquire the language of the host country should also be considered. It appears that this policy has been implemented in such a way that it rewards officers who have made notable progress in acquiring or improving language skills, particularly if this has been done on their own initiative; but it does not penalize employees for failure to acquire such proficiency. At this time ICA has no program of financial or other incentives to encourage employees to acquire exotic languages, nor is such a program anticipated in the immediate future.

AGRIC

FOREIGN LANGUAGE SKILL REQUIREMENTS
DEPARTMENT OF AGRICULTURE

Functions of the Department of Agriculture

The Department of Agriculture is one of the largest and most influential executive departments. It "represents" the nation's farmers, in the sense that it develops, supports, and administers a wide range of activities and employs huge numbers of technical, managerial, and clerical personnel in its frank effort to protect the interests of the nation's farmers and promote their welfare. Its principal activities fall into the following categories: developing and administering a complex set of controls over farm production, marketing income, and soil conservation; conducting the Agricultural Research Agency, which employs more than 18,000 persons on research into all phases of agriculture; sponsoring a gigantic program of education and information for the nation's farmers; administering a nationwide program of rural rehabilitation designed to improve the lot of marginal and sub-marginal farmers; conducting the Soil Conservation Service which employs more than 14,000 people in the effort to promote sound conservation practices; sponsoring the development of rural electrification; administering a complex set of policies designed to provide cheap credit to the nation's farmers, and administering a Foreign Agricultural Service whose chief responsibility is to provide agricultural attaches to diplomatic missions. Of these only the Agricultural Research Service and the Foreign Agricultural Service have continuing need for personnel with foreign language skills. The interests of this survey are therefore limited to these two aspects of the far-flung personnel requirements and policies of the Department of Agriculture.

Requirements: The Foreign Agricultural Service

By comparison with the many huge enterprises administered by the Department of Agriculture, the Foreign Agricultural Service is a very small operation. Smaller still is the portion of its employees who serve overseas as agricultural attaches, trade fair experts, and at foreign agricultural centers. At the present time the Foreign Agricultural Service has approximately 250 employees outside the United States, half of whom are foreign nationals. Of the remaining half, approximately 85 are professional personnel, and 35 secretarial. These serve at some 55 overseas posts. At the largest posts there are assigned, typically, an agricultural attache, two assistant attaches, an American secretary, and an American administrative assistant. Only an attache and an assistant attache are normally assigned to the smaller posts. These overseas representatives of the Department are drawn from the permanent career service of the Foreign Agricultural Service in Washington, and will normally return to a Washington position after one or two tours of overseas duty.

The first step toward establishing formal policy on foreign language requirements for officers serving overseas for the Foreign Agricultural Service came early in 1959 when the personnel office of the Service undertook a comprehensive survey of foreign language needs at overseas posts. From this survey there was developed a formal statement of policy which established requirements and personnel policies concerning foreign language skills.

The report identified posts at which it was judged (a) important or (b) desirable that Foreign Agricultural Service employees have a knowledge of the local language, and declared that "Employees shall not be assigned to a country where the importance of language knowledge is indicated as '(a)' (important) on the report, . . . until they have acquired an S-2, R-2 level of proficiency in the language." It further stated that "Exemptions to this policy will be granted only under specially compelling circumstances where the employee, by reason of the assignment, does not have a reasonable opportunity to acquire the required level of proficiency prior to overseas assignment. Exceptions in cases where French, Spanish, German, Italian, or Portuguese is the principal language of the country will be rare." (FAS Notice No. 19. September 30, 1959.)

Languages were identified as "important" and "desirable" at the following posts:

EUROPE

Important

Austria, Vienna	German
Belgium, Brussels	French
Denmark, Copenhagen	Danish
France, Paris	French
Germany, Bonn	German
Greece, Athens	Greek
Italy, Rome	Italian
Netherlands, The Hague	Dutch
Portugal, Lisbon	Portuguese
Spain, Madrid	Spanish
Sweden, Stockholm	Swedish
Switzerland, Bern	German

Desirable

Canada, Ottawa	French
Switzerland, Bern	French
Yugoslavia, Belgrade	German, Serbo-Croatian

LATIN AMERICA

Important (all)

Argentina, Buenos Aires	Spanish
Brazil, Rio de Janeiro	Portuguese
Sao Paulo	Portuguese
Chile, Santiago	Spanish
Colombia, Bogota	Spanish
Costa Rica, San Jose	Spanish
Cuba, Havana	Spanish
Trinidad, Port-of-Spain	Spanish
Dominican Republic, Ciudad Trujillo	Spanish
Haiti, Port-au-Prince	French
Ecuador, Quito	Spanish
Guatemala, Guatemala City	Spanish
Mexico, Mexico City	Spanish
Peru, Lima	Spanish
Uruguay, Montevideo	Spanish
Venezuela, Caracas	Spanish

NEAR EAST AND AFRICA

Important

Congo, Leopoldville	French
French Equatorial Africa, Cameroons	French
Liberia (North Central Africa), Monrovia	French
Morocco (North Africa), Rabat	French

Desirable

Angola	Portuguese
Iran, Teheran	Persian
Iraq, Bagdad	Arabic
Israel, Tel Aviv	Hebrew
Liberia (North Central Africa), Monrovia	Portuguese Spanish
Morocco (North Africa), Rabat	Arabic
Southern Rhodesia, Salisbury	Portuguese
Turkey, Ankara	Turkish
Union of South Africa, Pretoria	Afrikaans
United Arab Republic, Cairo	French

FAR EAST

Important

None

Desirable

Burma, Rangoon	Burmese
India, New Delhi	
Bombay	Hindi
Indonesia, Djakarta	Indonesian
Japan, Tokyo	Japanese
Malayan States, Kuala Lampur	Malayan
Pakistan, Karachi	Urdu
Thailand, Bangkok	Thai

Under this policy, only European languages are required of FAS employees. Interestingly enough, these "required" European languages include not only the so-called "world languages," French, Spanish, and German, but also Danish, Greek, Italian, Dutch, Portuguese, and Swedish.[1]

The decision to classify "important" the less common European languages, spoken at all posts to which FAS officers are assigned (except Belgrade, where Serbo-Croatian is classified "desirable"), while classifying all the Asian or Near Eastern languages as "desirable" becomes more interesting when we compare the comments made about the use of second languages at some European and Asian posts. Concerning the Netherlands, for example, the survey comments, "Many Dutch people speak English," and of Sweden it is remarked, "Many Swedish people speak some

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[1] Of both methodological and substantive interest is the discrepancy between these language requirements, which still represent a goal more than firm policy, with those reported on the 1958 ACLS survey. At that time the Foreign Agricultural Service reported that it required fairly large numbers of personnel competent in 12 languages, including Asian and Middle Eastern languages. The "requirements" reported at that time represented not only "desirable" as opposed to necessary language skills, but its estimates of the numbers of persons competent in the various languages represented ideal maximums rather than workable minimums. In fact, as we have already stated, no comprehensive survey of foreign language requirements had been made until 1959.

English and there is little difficulty in making oneself understood without a knowledge of Swedish." Still Dutch and Swedish are "required." Of India, Indonesia, Japan, Malayan States, Pakistan, and Thailand, the survey asserts "English widely used by upper class," but none of the primary languages of these countries is required. Perhaps more curious, the survey finds that "German is the most widely used second language" in Yugoslavia, but neither German nor Serbo-Croatian is judged "important" at this post.

It seems only fair to conclude that the Foreign Agricultural Service, like various other agencies of government, has postulated its language requirements on the unstated assumption that for unstated reasons it is more important for its employees to be able to communicate directly with non-Communist Europeans and Latin Americans than with peoples of the Near East and Far East.

While the policy statement asserts that there will be few exceptions in countries where French, Spanish, German, Italian, or Portuguese is the principal language, to the policy that no officer shall be assigned to a post where knowledge of the language is judged to be "important," until he has an S-2 level of proficiency in the appropriate language, this policy has been rather loosely implemented. The Service regards such proficiency as very desirable, and makes various efforts to assist and encourage employees to acquire it. However, certified achievement of this level of proficiency is often not a prerequisite for entering onto duty at a specific post. At the end of the calendar year 1959, FAS officers were serving at 52 posts, at 28 of which it was judged "important" that employees have an S-2 level of proficiency in a total of eight languages. At the 28 posts, 57 United States citizens were employed, 41 professional and 16 secretarial. Of the 41 professional employees, 46 percent had a self-appraised knowledge of the relevant language of "good" or better, and 85 percent had "some" knowledge of the language. Of the 16 secretarial employees, 19 percent had a self-appraised proficiency of "good" or better in the appropriate language, and 75 percent had "some" knowledge of the language.[2] While this record is far below the formal requirement, FAS officers regard it as indicative of substantial progress made in 1959, and say that the record in previous years would have been much poorer. While no comprehensive survey has been made since the end of 1959, FAS officials assert that continued progress has been made toward meeting the formal requirements. It seems fairly clear that in fact the formal requirements should be regarded more as a goal than an operational policy.

Also significant in judging the progress of the Foreign Agricultural Service toward establishing a systematic uniform policy governing language skills of its overseas employees, is its adoption of the FSI scale of language proficiency and its effort to have employees' self-appraisals of language proficiency tested at the Foreign Service Institute. Employees stationed in Washington who have reported a foreign language competence are requested to report to FSI for testing, as are employees returning from duty overseas.

2/ At the end of 1959, 33 employees were assigned to 17 posts at which knowledge of the language was judged "desirable." Of 25 professional employees at these posts, 8 percent had a self-appraised proficiency of "good" or better, and 32 percent had "some" knowledge of the language. Of eight secretarial employees at these posts, three had "some" knowledge of the language.

Requirements: Agricultural Research Service

The Agricultural Research Service employs more than 18,000 persons in a gigantic complex of laboratories and related facilities, developing methods for combating animal and plant diseases, overcoming plagues of insects, improving crops, soils, and the breeding of domestic animals. One of the personnel requirements of this huge enterprise is for scientists and technicians who can read technical publications of other nations on subjects relating to research projects of the Agricultural Research Service. Russian, German, and French are the languages normally required to keep abreast of foreign developments in agricultural research. They estimate that approximately 50 scientists are required with a reading knowledge of Russian, 20 with a reading knowledge of German, and 10 with a reading knowledge of French. They anticipate a growing scientific need for personnel who can read these languages. Normally they find it easier to hire scientists who can read German and French than Russian. However, they emphasize that Soviet activity in the agricultural field has produced a greater need for Russian than for any other language.

Policies, Procedures, and Plans

Following the survey of foreign language needs early in 1959, the Foreign Agricultural Service adopted a series of personnel policies designed to encourage, assist, and stimulate employees to acquire and improve foreign language skills. These policies will be discussed below.

Recruitment

The present staff of the Foreign Agricultural Service comprises agricultural economists, agricultural marketing specialists, and "agriculturalists," who have a smattering of everything. In recent years, however, the trend is away from the general agriculturalists, toward developing a staff comprised chiefly of agricultural economists. FAS recruits most of its officers directly from college or graduate schools at the level of GS-5 to GS-9. Most of its incoming junior officers have a B.S. degree, though some are recruited with M.A. degrees.

Knowledge of a foreign language is a plus factor, both for employees entering through the Junior Professional Assistant Development Program, and for those entering at a higher level. It is considered an asset in work the employee may do in Washington, where it may be useful to be able to read foreign technical publications, and it enhances his potential usefulness to the attache program. Agricultural attaches are normally classified GS-14 - GS-17, and are chosen from among officers who have risen through the ranks of the career service.

Training

The Foreign Agricultural Service asserts that "the acquisition of language skills is considered to be primarily the employee's own responsibility. However, every effort will be made to provide assistance at government expense until the S-2, R-2 proficiency level is achieved." (FAS NOTICE NO. 19, September 30, 1959.)

Before 1959, in-service language training was limited to permitting employees to attend early morning courses at the Foreign Service Institute and part-time post courses overseas at the expense of the Department of Agriculture. Since 1959 a number of FAS officers have been assigned to intensive training.

The general policy statement on foreign language requirements quotes an FSI estimate that 16 weeks intensive training in the five easier languages--French, German, Spanish, Italian, and Portuguese--should provice an S-2 level of proficiency required at posts where knowledge of the language is judged "important." However, FAS has preferred not to utilize the intensive courses at FSI, because of its opinion that less than 16 weeks intensive training will supply FAS officers with enough competence in the five above languages that he can progress rapidly once he is at the post. It has therefore preferred to send its officers to the 10-week course at the Navy Language School (to which it has access on a "space available" basis), or to a commercial school (generally Sanz) for tutoring.

In approving foreign language training at government expense, the Foreign Agricultural Service gives preference to employees assigned to overseas duty, or those who have indicated willingness to accept such assignment, or those who have a special need for a foreign language in their work in Washington. FAS accepts no responsibility for training its employees beyond the S-2 level of proficiency, but asserts that "Employees are encouraged through self-study programs to acquire a minimum of an S-5 R-3 level of proficiency in the language."[3]

FAS officials believe that the relatively short periods--normally four to six years--to which employees are assigned to one overseas post, do not justify more substantial financial investment of departmental funds in foreign language training.

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[3] Idem.

Promotion

Since September 1959, improvement of foreign language skills has been a factor affecting promotion of FAS employees. Promotion panels are instructed to give special consideration to employees who have made demonstrable efforts to improve their foreign language proficiency, especially to those who have increased their foreign language skills on their own initiative and at their own expense. Failure to take advantage of in-service training opportunities, or of experience overseas to improve language skills, is regarded as reflecting discredit on an employee eligible for promotion.

COMM

FOREIGN LANGUAGE SKILLS REQUIREMENTS
DEPARTMENT OF COMMERCE

Functions requiring Foreign Languages

The Department of Commerce is sometimes called a "service center for business." Actually it is responsible for a wide range of activities necessary to regulate, promote and assist American business and industry. It is large - the Bureau of the Census alone has more than 10,000 permanent employees, the Weather Bureau over 8,000, and decentralized; its activities are diversified and difficult to assay. Like the Departments of Agriculture, Labor, Health, Education and Welfare, the Department of Commerce is fundamentally concerned with domestic problems, policies and persons. But its concern with domestic matters often involves it in questions about other nations. Its very large fact finding agencies often must investigate subjects which transcend national borders. When they do so, they are likely to require personnel with foreign language skills. The Census Bureau, for example, required foreign language skills in its efforts to promote the use of sound statistical reporting and analysis throughout the world; the Bureau of Foreign Commerce needs personnel with foreign languages for reporting and research on foreign markets and foreign business. The Patent Office, the Bureau of Standards, the Weather Bureau, the Coast and Geodetic Survey, and the Civil Aeronautics Administration all require some employees with foreign language skills to carry out their respective fact finding and regulatory activities.

Requirements for Foreign Language Skills

The highly diverse functions, needs, policies and personnel requirements of the different bureaus of the Department of Commerce make it impossible to discuss meaningfully foreign language requirements except in terms of the needs of separate bureaus. Some of these are as large as other government departments. It will be obvious that the foreign language needs of the Commerce Department are substantial, in absolute numbers, but are very small indeed, relative to the total personnel of the Department.

Bureau of Foreign Commerce

The Bureau of Foreign Commerce supplies, or less frequently, recommends, cultural attaches to the Department of State to serve at diplomatic missions abroad, conducts research and prepares reports on foreign business and markets, and the prospects for American business overseas; and supplies personnel for international trade commissions, trade fairs, and other international commercial organizations.

It is staffed principally by specialists in various phases of international economics. Foreign language and area background and experience are a useful asset in almost all positions and are effectively, though not formally, required for some fifty positions in which international economists are assigned to area desks. The most useful languages in these positions are French, Spanish, German and Russian. However, there are positions in which exotic languages could be very helpful. Japanese is the most needed of the non-European languages. There are at least 100 other positions most of which are in the Office of Foreign Trade, in which proficiency in a foreign language is exceedingly valuable. This office supplies representatives to foreign trade fairs and other international trade commissions and agencies. Delegates with oral fluency in the language of the trade fair country, or in other world languages, are greatly preferred.

The foreign language requirements of the Bureau are established by the heads of each division and are continually revised in response to commercial trends. Both formal and effective requirements are importantly influenced by division chiefs' views about the availability of professionally qualified employees with foreign language skills.

The Bureau of Foreign Commerce is not responsible for establishing or fulfilling language requirements for commercial attaches at American diplomatic missions. It recommends its own employees or those of American businessmen to the State Department to fill attache positions. After the Department of State has acquiesced in the recommendation, the prospective attache is transferred to the Department of State which then is responsible for his orientation and foreign language training, if any is required. Knowledge of foreign languages will affect, but not determine, the original recommendation of the Bureau.

As in so many other agencies and offices of government, the Bureau's language needs and resources are principally for European languages; French, Spanish, Portuguese, Italian, German, Russian, and the Scandinavian languages are all required for its efficient operation. Japanese is the only non-European language for which there is a felt need.

United States Joint Publication Research Service

The Joint Publication Research Service (JPRS) was established in 1958 under the Office of Technical Services, for the purpose of providing translating services to the Department of Commerce and other government agencies. It accepts unclassified materials for translation from all government agencies, in all languages.

JPRS serves as a broker between translators and government agencies needing translations. It operates with a small staff of desk officers, each of whom is competent in a large number of languages. It locates and tests persons with foreign skills, and maintains a file of between 300 and 500 names of qualified translators, most of whom are located in the Washington area. Translators are generally drawn from university faculties, foreign diplomatic missions, or American government agencies. (A good many Foreign Service Officers with competence in exotic languages do work for JPRS.) In addition to foreign language skills, JPRS officers must also be able to write clearly and well, and produce a good finished product.

Most of the work of JPRS is translation of scientific and technical materials, therefore, the principal qualification of a translator is often that he be a specialists in physics, chemistry, law, etc.

Languages most used by JPRS are Russian, German and Chinese. In the past year there has been no difficulty in locating translators for these or other languages. Now there are more applicants than jobs. The only problem currently encountered in securing translators is in the exotic languages where a highly specialized primary expertise is also required, the most recent example being a lawyer fluent in Thai.

Patent Office

The foreign language needs of the Patent Office are filled by eleven full-time translators who collectively are competent to translate technical materials in more than eleven languages. The languages most used by the Patent Office are German, French and Italian. Other languages for which there is regular use, and with which the translators are equipped to deal, are Danish, Norwegian, Swedish, Spanish, Portuguese, Dutch, Hebrew, Russian and other Slavic languages, and Japanese.

Bureau of the Census

Two divisions in the Bureau of the Census have a continuing need for permanent employees with foreign language skills. One of these does only classified work, and may not be discussed here. The other is the International Statistical Programs Office whose mission is to promote the use of accurate statistical and census techniques by foreign governments. Under this program members of statistical departments of foreign governments are brought to Washington and trained in the Bureau of the Census, and Americans are sent overseas to work with foreign governments in developing systems for statistical reporting and analysis and methods of census taking.

As in so many other government agencies, foreign language skills required by the Bureau of the Census are secondary skills possessed by employees who are specialists in economic statistics, sampling statistics, demography, and several related fields. There are no positions for language specialists per se. Both reading and speaking knowledge of the required languages are necessary since employees must be able to work with foreign technical materials and to communicate with foreign technicians.

The following languages are regularly utilized in the work of the

Census Bureau:

Language	Number of Persons Required	Language	Number of Persons Required
Albanian	1	Lithuanian	1
Bulgarian	2	Mongolian	1
Byelo-Russian	1	Norwegian	1
Chinese	5	Polish	4
Croatian	1	Portuguese	1
Czech	4	Rumanian	2
Danish	1	Russian	16
Dutch	1	Serbian	1
French	5	Slovak	2
German	5	Spanish	1
Greek	1	Swedish	1
Hebrew	1	Turkic	1
Hungarian	2	Ukrainian	4
Italian	1		

National Bureau of Standards

The National Bureau of Standards conducts a large program of scientific research which employs some 2,500 persons in Washington and approximately 1,500 at a branch installation in Boulder, Colorado. The following comments on its foreign language needs concern only the Washington office, and do not cover the foreign language skills, if any, needed to conduct the work of the Boulder, Colorado branch.

While no comprehensive survey of the foreign language needs of the Bureau of Standards has been made, officials estimate that there are approximately 250 positions in which knowledge of a foreign language is highly desirable. Of these 250 positions, only about 12 have formal language requirements. Virtually all the positions in which language is needed or highly desirable are filled by scientists with Ph.D. degrees who have some knowledge of some foreign languages. A fairly large number of foreign born scientists augment the language skills available at the Bureau.

Knowledge of foreign languages is useful for reading technical materials in other languages, attending international conferences, and for occasional overseas assignments. The languages regularly needed by the Bureau are French, Spanish, Portuguese, German, Norwegian, Swedish, Danish, Russian, Polish, Czech, Chinese, and Japanese. At the present time the largest requirement is for scientists who can read Russian. The requirement most difficult to fill is for scientists with a knowledge of Japanese.

In 1958 the Bureau of Standards established a Bibliograph and Translation Unit in its Library, which maintains a card file on the language skills of the Bureau's scientists, as well as on their special interest in or knowledge about science in any other country. This unit is also responsible for answering scientific questions in approximately forty languages and for collecting technical data in foreign languages on special subject fields, and for obtaining the translations for Bureau scientists. The unit employs approximately 100 persons with varied language and technical skills. Since its establishment most bottlenecks concerning translations have been eliminated.

Coast and Geodetic Survey

The Coast and Geodetic Survey employs chiefly geophysicists, geodeticists, and cartographers. It has a continuing need for a small number of persons with these scientific backgrounds who can also read and speak one or more of the following languages: Spanish, French, German, Russian, Portuguese, and Italian. Its minimum needs can probably be satisfied by about 12 persons fluent in one or more of the above languages. Its most pressing need is for additional employees fluent in Russian and it is possible that there will develop a need for some employees with a knowledge of Japanese.

The above languages are required for keeping abreast of technical materials in these languages.for communicating with foreign trainees of whom there may be between 10 and 100 assigned to the survey at any one time, and for survey employees abroad who supply requested technical assistance to other governments. There is no foreign language requirement for employees assigned to other governments; however, there is no doubt of its desirability. Foreign trainees are required to have some proficiency in English; however, there is no doubt that it is highly desirable to have some American scientists who can speak to them in their own languages.

Policies, Procedures and Plans

While the personnel policies governing foreign language skills are established at the level of different bureaus, it is possible to make certain generalizations about the policies of the Department. One, no agency of the Department of Commerce has a formal policy of rewarding the development or maintenance of foreign language skills. Two, no agency has a substantial program of in-service training in foreign language skills, though several assign persons to part-time training and occasionally to intensive training. Three, no agency of the Department has systematically surveyed its foreign language skills. Four, a very large percentage — something in the range of 90 to 95 percent of all the Department's foreign language requirements are informal, in the sense that they are not included in the job description as a firm requirement of the positions. Five, a very large percentage of the Department's foreign language requirements are for the European languages, including Russian. Six, officers in all agencies covered in this survey assert that there are aspects of their work which could be done more efficiently, or more adequately, if there were more persons available for employment who had the necessary scientific skills and who also had greater oral skill in foreign languages.

Recruitment

For all agencies of the Department of Commerce covered in this survey the foreign language requirements are satisfied chiefly by recruitment of scientific personnel who also have a knowledge of needed foreign languages. With the exception of about a dozen translators employed by the Patent Office, foreign language skills are subsidiary to scientific skills.

Training

Several of the bureaus covered in this survey have small part-time programs of language instruction available to their employees. The Bureau of Standards offers courses in Scientific French, German and Russian, as a part of the program of graduate studies sponsored for scientific employees of the Bureau. The Bureau of Foreign Commerce occasionally assigns an employee to intensive language training at the Foreign Service Institute. In addition, it pays tuition to FSI for employees taking before or after hours courses at FSI, and hopes to procure FSI tapes for self study by interested officers. In-service intensive training is rarely sponsored by the Bureau of Standards. Exceptions are made where it is directly necessary to job permanence, as with a research group of six mathematicians and computer specialists, who needed a knowledge of Russian for their work on developing mechanical translation from Russian to English. The Coast and Geodetic Survey sponsors part-time courses in Russian for some of its employees, and the Bureau of the Census sponsors part-time classes in Russian and Chinese for a group of its officers.

LABOR

FOREIGN LANGUAGE SKILL REQUIREMENTS
DEPARTMENT OF LABOR

Functions requiring Foreign Language Skills

Like the Departments of Commerce and Agriculture, the Department of Labor is basically a clientele agency which caters to a special interest group, its statutory purpose being to "foster, promote, and develop the welfare of the wage earners of the United States ..." Most of the functions of the Labor Department concern the domestic labor force, and do not require personnel skilled in foreign languages. Only two bureaus of the Department have responsibilities which involve the Department in international affairs: The Bureau of International Labor Affairs and the Bureau of Labor Statistics. From the Bureau of International Labor Affairs are recruited the Labor Attaches who serve at United States diplomatic missions, the officers assigned to the International Labor Organization, and other international labor groups. Also, this bureau has the responsibility for administering American participation in various international training and technical programs.

The Bureau of Labor Statistics (Division of Foreign Labor Conditions), is responsible for conducting research and preparing reports and monographs on various aspects of laboring conditions in Europe, the Near East and Latin America.

Foreign Language Skill Requirements

No comprehensive survey has been made of the foreign language requirements of the Bureau of International Labor Affairs. It is estimated however, that there are approximately 110 positions for which foreign language skills are very useful. For most of these positions the foreign language requirement is not written into the job description, and should be considered an operational as opposed to a formal requirement.

The divisions of the Bureau of International Labor Affairs which require personnel competent in a foreign language are 1) Foreign Labor Supply, 2) International Labor Organization Affairs, 3) Trade Union Programs, 4) International Trade Union Organizations, 5) Area Specialists, and 6) Placement. The foreign language requirements of each of these divisions is small, and in all cases, knowledge of foreign language is a secondary skill. There are no requirements for language specialists or language and area specialists per se.

The Division of Foreign Labor Supply, which is responsible directly to the Assistant Secretary for International Labor Affairs, is comprised of 15 economists. Preference is always given in filling these posts to persons with some language and area training or experience, though no specific position requires specific language skills. It is desirable that the 15 economists. collectively possess the broadest possible language and area knowledge. These employees serve in Washington and would not normally have contact with representatives of foreign labor groups. Reading skill is therefore more important to their activities than oral fluency.

The International Labor Organization Affairs division is interested in the recruitment of Americans to the permanent Geneva staff of the ILO, and in supplying technicians to assist in carrying out the ILO technical assistance program. Career officers and short term employees are recruited for the permanent ILO staff in Geneva. The normal practice is to require that employees know two of the official languages of the organizations (English, French, Spanish, and Russian). French is probably the most useful language at the ILO, and is the language known by most American employees of that organization. Occasionally employees are recruited without knowledge of a language other than English, and when this is done, it is understood that the employee will acquire a second language on the job in Geneva. Employees are recruited for the permanent staff of the ILO between grades GS-7 to GS-12, and grades GS-15 and GS-16.

In addition to members of the permanent ILO staff, the Department of Labor also recruits technicians for the ILO technical assistance programs. The fields most often demanded for ILO technical programs are vocational training, labor statistics, industrial safety, and occupational health. Specialists in these fields are in short supply on the American labor market, and the foreign language requirement for ILO employees mentioned above makes it still more difficult to recruit Americans for ILO technical jobs.

The Division of Trade Union Programs has a fairly large pressing need for professional employees with foreign language skills. This division employs approximately 40 persons whose chief function is to arrange for and conduct trainee programs and tours for some 3,000 visiting foreign trade unionists. The trainees in this program are divided into teams, each of which has an American team manager. Team managers are chosen from a panel of 100 trade unionists suggested by American unions. Ability to speak the language of visiting trainees is extremely important to the success of the trainee programs. Visiting trade unionists are not generally bilingual, and although a useful knowledge of English is often a prerequisite for participation in the program, in fact, trainees are often unable to understand or speak English. Groups have been sent at government expense to special English courses at George Washington University prior to beginning their training.

Programs are most successful when conducted by Americans with a fluent command of the relevant foreign language. However, knowledge of foreign languages is also in very short supply among Americans in the labor movement. The State Department will supply interpreters to visiting trainees, however, experience has demonstrated that knowledge of the language of visiting trainees by the team managers results in much greater good will, and in greater substantive benefit from the program. Lectures are normally held in the visitors language. But sponsors around the country can never be counted on to know the language, and interpreters are not equipped by labor experience and common interests to establish the ties which can be developed where American team managers and planners can speak directly to visitors. Scheduled teams from Latin America have had to be delayed because of a shortage of Spanish-speaking team managers, programmers and interpreters.

The Division of International Trade Union Organizations has 6 professional employees whose job is to follow the politics of foreign labor movements. Members of this staff are regularly assigned to overseas travel for periods of two to six months. There are no formal foreign language requirements for employees in this division, however, working knowledge of foreign languages is very helpful and greatly increases their efficiency.

The Division of Area Specialists employs 5 economists with language and area backgrounds to assist in planning participation in trade fairs and other special programs conducted overseas. There are no formal language requirements for these personnel, however, the effort is made to so staff this division that the 5 professional officers can collectively cover the non-Communist world.

The only formal requirement for foreign language skills is in the Division of Placement, which has 10 permanent employees assigned to Mexico to recruit and process farm labor imports. These employees, who serve at grades GS-11 and GS-12, are required to speak Spanish fluently. This division also has 3 permanent employees in the Philippines for whom there is no foreign language requirement.

Labor Attaches are normally chosen from the Bureau of International Labor Affairs, however, after they are chosen and accepted by the State Department they are transferred to the State Department for the period of their tours as attaches. Their orientation and training are then determined and conducted by the Department of State. In some instances the Bureau of International Labor Affairs grooms officers for assignment as Labor Attaches by sending them to early morning language courses at the Foreign Service Institute. However, while knowledge of a foreign language from this or some other source may influence their being recommended as Labor Attaches, the level of proficiency required for the assignment, and the responsibility for language training of attaches, if any, resides with the Department of State.

In addition to the above named divisions of the Bureau of International Labor Affairs, the Division of Foreign Labor Conditions in the

Bureau of Labor Statistics also has substantial requirements for personnel with foreign language skills, principally French and Spanish. This division employs approximately 30 professional personnel to conduct research and prepare reports on labor conditions outside the United States. To date the division has done little serious work on Asia, though its mandate does not exclude this area. Although there are no formal requirements for foreign language skills included in job descriptions of professional employees in this division, persons without knowledge of at least one foreign language are rarely hired. At the present time the division has professional employees who speak and read fluently Spanish, German, French, Russian and Syrian Arabic. Oral fluency is required of division employees 1) because they interview foreign labor representatives visiting this country, and 2) because they may be assigned to tours of several months outside this country, on which assignments their efficiency is judged to be definitely related to their oral fluency in the appropriate language.

Foreign language requirements for this division would be formalized if top level officers of the Bureau were not apprehensive about the possibility that it might prove impossible to fill positions with formal foreign language requirements in addition to the primary professional skills.

The division has one outstanding projected requirement for persons with foreign language skills. There is a firm intention to expand the monograph staff by some 12 professional persons in the next year. These positions will be at grades GS-11 and GS-12, and call for labor economists, or social science analysts with some area specialization and knowledge of at least one foreign language.

Summary of Foreign Language Requirements

The Department of Labor's Bureau of International Labor Affairs has a fairly substantial need for economists and persons with backgrounds in international affairs and the labor movement who also know foreign languages. In very few cases the foreign language requirement is included in the formal job description. However, the effort is made to recruit persons for jobs who already have a working knowledge of some foreign language. Spanish and French are the languages for which there is most need and the Bureau has chronic difficulty in recruiting enough persons with a useful knowledge of these languages in addition to the requisite professional skills. Persons with a useful knowledge of "hard" languages, such as Arabic, are even more difficult to obtain.

Both reading knowledge and oral fluency are useful to employees of the Bureau and the formal requirements would be substantially higher if personnel officers regarded such requirements as practical and realistic.

Policies, Plans, and Procedures

Recruitment

The Bureau of International Labor Affairs makes an effort to satisfy by recruitment its need for economists and specialists in international affairs and labor movements who also have a background of language and area training to fill positions in the divisions of Area Specialists, Foreign Labor Supply, ILO Affairs, Trade Union Programs and International Trade Union Organizations.

The Bureau of Labor Statistics, Division of Foreign Labor Conditions, prefers to recruit employees at grade GS-7 with a Master's degree in either economics, labor economics, or social science research, plus some area specialization and knowledge of at least one foreign language. It also recruits persons at grades GS-11 and GS-12 for the preparation of substantial studies. The required professional backgrounds of these persons are the same as for the junior level persons mentioned above. However, it is anticipated that no one will be hired for the monographs staff who does not have fluent command of a foreign language. French and Spanish are also the preferred languages for employees in this division; however, there is some need for those with other European languages and an anticipated increased need for persons skilled in Arabic and perhaps Chinese.

Except for ten positions requiring fluent Spanish in the Bureau of International Labor Affairs, and the positions on the permanent staff of ILO, it is possible that necessity will require recruitment of professionals without the desired foreign language skills. However, fluency in at least one foreign language may properly be considered an effective operational requirement for persons recruited to serve in all the divisions discussed above.

Training

There is an informal but effective policy of exerting continual pressure and offering continual encouragement to employees to increase their foreign language skills.

The only formal language instruction sponsored by the Bureau is payment of tuition for employees attending the Foreign Service Institute's early morning courses. Persons assigned to attend these courses are normally employed in positions which require foreign language skills, or are being groomed for assignment as Labor Attaches. That is to say, training is fairly strictly and directly job-related.

An evidence of the serious interest of the Bureau of International Affairs in promoting increased language skills was its effort to arrange with American University for language courses to be offered in the main building of the Labor Department from four to six p.m. five days a week. Negotiations on this project were abandoned in the face of administrative difficulties; however, the Bureau has continued interest either in increasing its quota at FSI, or in providing language training for its employees elsewhere.

The Bureau has no funds available for intensive language training. Personnel pressure makes it impossible to give employees reduced work loads to improve language skills. At present employees in early morning courses at FSI are permitted to be late to work.

The Bureau of Labor Statistics, Division of Foreign Labor Conditions, sponsors in-service language training for employees where it is required for their jobs. With very rare exceptions employees of this division are assigned to the Foreign Service Institute for training. Normally training is limited to increasing the oral fluency of employees in French and Spanish. However, it is anticipated that one employee with fluent command of spoken Syrian Arabic may be assigned to FSI for training in literary Arabic.

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FOREIGN LANGUAGE SKILLS REQUIREMENTS
CENTRAL INTELLIGENCE AGENCY

The Central Intelligence Agency does not, of course, furnish detailed information about its language training program, but has provided information about a number of its policies and procedures in relation to foreign language skills and their development on the part of the staff. This material is especially significant since the CIA began certain activities considerably earlier than other agencies and is currently doing things other agencies have not yet begun. The information covers the aptitude testing program, the organization of training on a voluntary or "directed" basis, the payment of monetary incentives for learning languages and maintaining language skills, performance testing procedures, and possible forthcoming changes foreseen by the agency. The following material is either directly quoted or very closely paraphrased from information supplied in a letter of May 31, 1961 by the CIA Director of Training. Some information was supplied later by telephone.

Aptitude Testing

The CIA began to do research on language aptitude testing as early as 1951. By 1954, results were beginning to be furnished in prediction form, and after some experimentation the present form was evolved in 1957 (Exhibit 1).

A Foreign Language Aptitude Test Battery is now required of all employees applying for, or nominated for, foreign language training. The total testing time required is a little less than two hours. The battery consists of the Artificial Language Test developed by the

Department of the Army and three tests developed in the Harvard Foreign Language Aptitude Project: Words in Sentences, Artificial Language Learning (also known as Tem-Tem Learning), and Phonetic Script. The Tem-Tem test is presented by tape recording and pictures, and the phonetic test by tape recording and phonetically-printed syllables. These four tests (all of the multiple-choice variety) are the ones that remain after experimental try-out of a much larger number of tests; extensive internal research, using multiple regression analysis, was carried out to determine the most efficient combination for predicting performance in Agency language courses. Most of the tests tried out came from the Harvard project. These tests, including the ones that have survived the Agency validity studies, are described in an article by John B. Carroll, "A Factor Analysis of Two Foreign Language Aptitude Batteries," in The Journal of General Psychology, 1958, 59, 3-19.

An individual's scores on the separate tests are combined by a weighting formula derived from the regression analysis. There are separate formulas for men and women. The total weighted score is converted to a rating, ranging from "1" (highest) to "8" (lowest). The rating is then reported in expectancy table form, together with some explanation of its meaning and limitations. The report of the individual's results is sent to his supervisor, to his personnel file, and to the chief of language training. There is no rigid passing score on the tests. Rather, the test rating, along with much other relevant information, is used by the responsible supervisors, panels, and instructors in making selection and placement decisions with regard to language training for the individual employee. Individuals themselves often withdraw their requests for language training when they see the results. On the other hand, a number of those for whom language learning is difficult, press on and do acquire the skills.

"Voluntary" and "Directed" Training

Am employee may be directed to study a foreign language during duty hours, as a duty assignment. His achievement of language skill will be the result of the directed assignment. Within our language program such activity is identified as directed training.

For those who wish to acquire foreign language skills and daily work pressures preclude learning a language during duty hours, the Agency provides off-duty hours training in which studies may be pursued independently of daily work requirements. Within our language program the achievement of language knowledge on this voluntary basis is identified as voluntary training.

A special feature of the CIA system is that language training is often given in short sessions (perhaps two hours) during the working day, which permits the Agency to direct an individual to take training even though he cannot be spared from his job to take full time training. The other agencies covered by this study can only request an individual to report at 7:00 a.m. for early morning courses at the Foreign Service Institute, or detail him for sixteen weeks for intensive training at the Institute. (One or two agencies do contract with commercial services, where the arrangements presumably are more flexible.) CIA has numerous two-hour courses meeting three or five days per week.

Monetary Incentives

The program provides an opportunity for employees to engage in language study which will assist in the discharge of their duties and provides incentives in the form of language awards. These awards are monetary benefits granted in recognition of individual efforts to achieve and to maintain language proficiency at usable levels. There are two types of awards.

Achievement. The individual must acquire a usable knowledge of a foreign language for the first time or raise his present knowledge to a higher level of proficiency. If the achievement is a result of voluntary study, on the individual's own time, the amount of the award is twice that granted for the same accomplishment achieved during duty hours.

Maintenance. These awards are granted annually, upon satisfactory evidence that the skill possessed by the individual has been maintained.

The candidate must complete satisfactorily prescribed written and/or oral proficiency tests before an Achievement or Maintenance Award can be granted. He may be tested for an Achievement Award at the time he thinks he has increased his level of proficiency beyond his previously tested level. He may be tested for a Maintenance Award once a year.

Certain employees, such as language instructors, are ineligible for some awards. Eligible employees may be recommended for monetary awards after determinations that the language skills are of current or potential usefulness.

Awardable languages are shown on Exhibit 2. Larger sums are paid for languages in Group II than for those in Group I, and still larger sums are paid for those in Group III.

Performance Testing

Tests are administered in the awardable languages as shown in Exhibit II. Separate written tests are given in Serbian and Croatian. Separate oral tests are given in Mandarin and Cantonese Chinese, and in five dialects of Arabic.

The tests consist of three kinds: reading, writing and speaking. Those in reading and writing begin at 8:30 a.m. The reading portion requires about two to three hours to complete and the writing, about one hour. When it can be arranged, tests in speaking are given on the same day as reading and writing, usually in the morning, and are completed in about ten to fifteen minutes. If there are no panelists available for the oral test on the day an employee takes the reading and writing, the chief of the testing section will notify the employee directly of a scheduled date. An employee may take a test in reading, writing, or speaking. However, he is strongly urged to be tested comprehensively.

Possible Changes

Initially, the Agency goals of the Language Development Program were directed toward the establishment of a reservoir of linguistic capabilities. Experience with this program then led to the present emphasis on current or prospective utility of the particular language for the individual concerned. Change in the program is normally initiated through recommendations of a Language Development Committee; the committee represents all major components in the Agency and was established to advise the Director of Training.

Foreseeable trends suggest the probability of limiting monetary awards to higher levels of proficiency. This should encourage a duality of competence, i.e., an individual, after attaining high proficiency in a world language, will acquire usable competence in one or more of the less common languages. By less common the Agency includes those which are difficult to learn, as well as those which are in short supply and those which require extended effort to master although not too difficult to learn.

In summary, an increasing effort is expected, aimed at relating foreign language training to personnel management practices, in terms of job-related qualifications. Meanwhile, the Agency plans to keep abreast of developments in automated teaching devices as they apply to foreign language teaching and learning. CIA also hopes to attain more objective measures of language testing within the Agency as well as a more uniform interpretation of test results on an inter-Agency basis.

EXHIBIT II

AWARDABLE LANGUAGES

Group I

- Afrikaans
- Danish
- Dutch
- French
- German
- Italian
- Norwegian
- Portuguese
- Rumanian
- Spanish
- Swedish

Group II

- Albanian
- Amharic
- Arabic
- Armenian
- Bengali
- Bulgraian
- Burmese
- Cambodian
- Czech
- Finnish
- Georgian
- Greek
- Hausa
- Hindi
- Hungarian
- Icelandic
- Indonesian
- Laotian
- Lithuanian
- Malay
- Nepali
- Pashtu
- Persian
- Polish
- Russian
- Serbo-Croatian
- Sinhalese
- Swahili
- Tagalog
- Thai
- Tibetan
- Turkish
- Ukrainian
- Urdu
- Vietnamese

Group III

- Chinese
- Japanese
- Korean

Awards are also granted in other languages learned through directed study.